

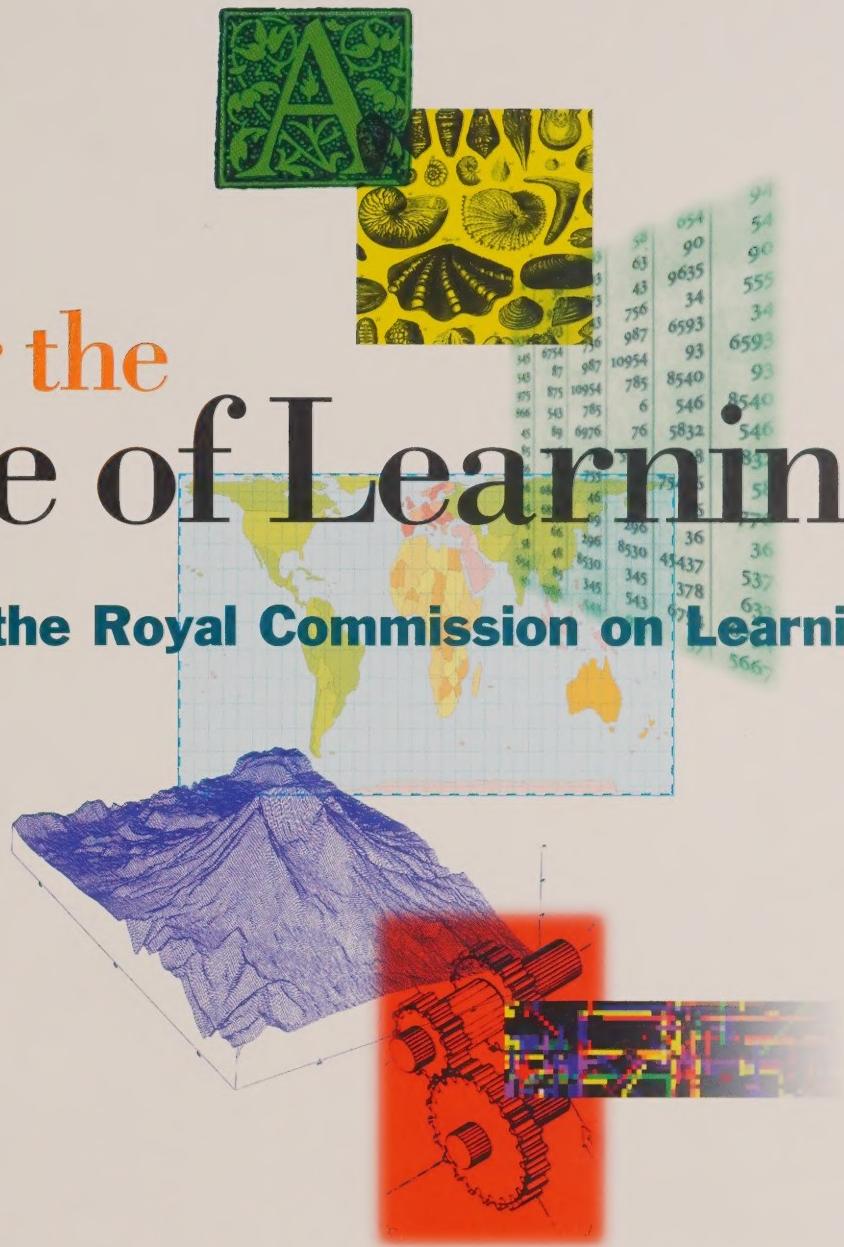
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# For the Love of Learning

## Report of the Royal Commission on Learning



The Educators





FOR THE LOVE OF LEARNING



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# For the Love of Learning

**Report of the Royal Commission on Learning**

Volume III      The Educators



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Royal Commission  
Commission royale sur  
on Learning l'éducation

Co-Chairs / Coprésidents  
Monique Bégin - Gerald L. Caplan  
Commissioners / Membres de la commission  
Manisha Bharti - Avis E. Glaze - Dennis J. Murphy

December 1994

The Honourable Dave Cooke  
Minister of Education and Training

Dear Mr. Minister:

It is with a sense of great hope for the future of the young people of Ontario that we respectfully submit to you the Final Report of the Royal Commission on Learning.

Very sincerely yours,

Monique Bégin  
Co-chair

Gerald Caplan  
Co-chair

Manisha Bharti  
Commissioner

Avis Glaze  
Commissioner

Dennis Murphy  
Commissioner

Raf Di Cecco  
Executive Director

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# The Educators

The most important question ... has to do with what conditions of schooling are most enhancing of teachers' work. The workplace is the key, and we ... argue that it is currently a workplace designed for people of a different age and for ideas of management and control no longer viable.

Michael Fullan and Michael Connolly  
*Teacher Education in Ontario:  
Current Practice and Options for the Future, 1987*

**I**n this chapter, we explore one of our levers for change, what we term “teacher professionalization and development.” There are four distinct parts to the chapter, corresponding to four important areas relating to educators:

Section A: Professional issues

Section B: Teacher education

Section C: Evaluating performance

Section D: Leadership

At all levels, the professional skill and commitment of educators are crucial to the success of school reform efforts.

In earlier chapters, we pointed to the need for a stronger, more focused, and more engaging educational system to take us into the 21st century. We noted the demographic shifts, the changing social fabric, new knowledge about learning and teaching, and the importance of electronic technologies. We have suggested how schools might change to better address such new realities.

In Chapter 6, we developed a set of principles about good teaching. Now we show how the conditions of teachers’ work often constrain their ability to live up to these principles, and we suggest ways to overcome some of these barriers. We examine and make recommendations about teacher selection, preparation, and on-going professional development. We also address the important issue of performance evaluation of educators. Finally, we examine school and school-board leadership, describing the tasks, skills, and knowledge required, and the kind of preparation and professional support we believe would ensure that principals and super-

visory officers are well trained for leading schools and school systems into the 21st century.

We envision an expanded professional role for teachers and principals in the schools of the future, who therefore will need strong professional preparation and support. As schools draw more on outside resources, teachers will increasingly have to work with others who are outside the field of education. In addition to their regular classroom responsibilities, teachers will be acting as continuing advocates and guides for a small group of students, and will have greater responsibilities for assessing and reporting on student learning, including contributing to each student’s cumulative educational record. Principals will, in the schools we envisage, play the leading role first, in sustaining the instructional focus of the school, and second, in building strong and effective community partnerships.

The key to success of the reforms is the professional capacity and will of educators. Significant improvement in schools will occur only if educators – teachers and administrators – are strongly committed to professional growth, from the beginning of their careers to the end, and if they assume collective responsibility for ensuring the highest quality of student learning. We also believe that educators should take more of the responsibility for setting the standards of their profession.

## **Section A: Professional issues**

### *A statistical snapshot*

In 1992, there were approximately 120,000 full-time teachers in Ontario, with another 10,000 designated as part-time. Over the past several years, about 3,000 new teachers have

**"Teachers are the front line in every curricular and organizational shift in education. At the present time, teachers in secondary schools all across this province are working with de-streamed Grade 9 classes for the first time ever, and at the same time implementing a completely new curriculum which represents a significant departure from the traditional secondary school curriculum. For the most part, the teachers who are implementing these changes were prepared in an entirely different tradition, and many have taught for years in an entirely different manner."**

Ontario Association of Deans of Education

entered the profession each year. Of the active teachers in Ontario, 84 percent hold at least one university degree.

Approximately 62 percent of all full-time teachers in the province are women – a percentage that is expected to remain constant or even to grow in the next few years. However, only 31 percent of Ontario principals or vice-principals are women, and among senior school-board personnel, the percentage of women is even lower: approximately 20 percent of supervisory officers, and 5 percent of directors of education are women. Beyond the issue of gender, there has been significant concern about the under-representation of minority groups in the profession. Although no provincial data exist, some board employment equity surveys show few minority and aboriginal teachers, and we have no reason to believe that this is not a province-wide phenomenon.

A recent cross-country survey of over 17,000 teachers, conducted by Alan King and Marjorie Peart for the Canadian Teachers' Federation (CTF), indicates that significant numbers of teachers are experiencing difficulties with, and have second thoughts about, teaching.<sup>1</sup> In this regard, however, teachers may not be significantly different from members of other professions: changing societal conditions and decreased faith in social institutions have created new pressures and uncertainties for many people in all fields.

In its most profound form, teachers' stress is manifested in a concern about their physical safety in the school. In a 1991 survey conducted by the Ontario Teachers' Federation (OTF), teachers were asked to respond to the statement: "I worry about being physically injured by some students in this school." Twenty percent responded "yes," with frequency ranging from "sometimes" to "almost always." The study cited 441 reported major episodes of student abuse of teachers in the preceding three years in Ontario. In the study, major abuse was defined as physical assault or threatening with a weapon. The same study listed 6,300 cases of minor abuse.

#### *Why they become, and stay, teachers*

According to the CTF survey, the majority of teachers consistently maintain that they enter and remain in the profession primarily for reasons related to the nature of teaching itself. When asked to rank why they entered teaching, 55 percent rated "to work with young people" as very important; 36 percent rated "to render an important service" as very important; and 35 percent rated "interest in subject area" as very important. "Length of school year" was rated as very important by 21 percent, while 5 percent rated "status" as very important.

Other research studies<sup>2</sup> support the finding that most teachers tend to enter, and remain in, the profession because of the satisfaction of relating to students.

#### *The culture of teaching*

I was invited to a very large suburban high school to discuss *The Common Curriculum* with the staff and to help develop implementation strategies for the school. Before I began my presentation to the teachers, a brief election was held for next year's faculty council. Prior to the distribution of the ballots, a senior staff member read aloud the names of the seven nominees. The teacher could not properly pronounce the names of three colleagues and asked two to stand up so that the staff would know who they were. The date was May 30, just one month before the end of the school year. The staff had been together for virtually an entire year, and teachers' names were not known and their faces were not recognized. I began my presentation with a discussion of the culture in the school which would permit such anonymity and disconnectedness.

A report about a professional development day

**“9 :00 a.m. I can now finally get on with teaching 25 Grade 3/4 students (I’m very lucky because my number can be in the high thirties) ... I have to have programs so that I meet the needs of my students. I have eight who are just learning English, and need to watch others so they can sort of follow along. I have a student that is waiting for a placement in a Primary Diagnostic class, and I was told I was lucky he would have a spot by June. He needs programming about early Grade 1 and needs one-to-one for behaviour difficulties. Which means that he is practically glued to my side for protection of others and himself.”**

Tammie L. Head, teacher

The “culture of teaching” refers to the deeply embedded but not always recognized patterns that shape the nature of work in schools. One of the distinguishing characteristics of the culture of teaching is that it is regulated by the annual cycle of the school year and by the compartmentalization of the school day. Ironically, despite the highly structured context for teaching, the task is, by its nature, open ended and not clearly defined. Collective agreements and contracts establish minimal working conditions, but the majority of teachers go far beyond these requirements. The personalities, gifts, and needs of the unique combination of students a teacher encounters each year determine the real working conditions of the teacher, namely, what goes on in the classroom.

As schools and school days are currently organized, teachers tend to work, plan, and teach individually. Teacher successes and failures, unless they are spectacular, tend to be private and largely anonymous. While this laissez-faire structure allows gifted teachers to shine, they often do so in isolation. It does not encourage creative interaction with colleagues and does not foster a spirit of excellence. Teachers in difficulty frequently struggle in silence, and generally do not benefit from a coherent program of formative professional assistance. This may account for the CTF finding (cited earlier) that a positive relationship with administrators is more central to teacher job satisfaction than a positive relationship with colleagues.

According to many researchers, several characteristics of the culture of teaching inhibit professional growth and coordination of staff energy to resolve broad-based school problems.<sup>3</sup> The same characteristics were also consistently described by teachers during the public hearings and in subsequent written submissions. It is clear that any effort at educational reform must address these concerns.

The isolation of individual teachers within the profession is the most frequently identified characteristic of the culture of teaching. The implications of this isolation, for the teacher and the system, are profound. It limits access to new ideas and better solutions; makes recognition of success difficult; and, according to Ontario education writers Michael Fullan and Andy Hargreaves, permits incompetence to “exist and persist to the detriment of students, colleagues and teachers themselves.”<sup>4</sup> Others suggest that in a system where “shared problem-solving rarely occurs and teachers are expected to

work things out on their own,” it is to be expected that possibilities for stimulation and growth will be limited.<sup>5</sup>

Of course, teachers need autonomy and discretion to make professional judgments or decisions independently. However, rigid school timetables and structures often minimize professional interaction, and make the formation of collegial staff groupings almost impossible. Both research and teacher experience indicate that the best professional development of teachers, no matter what their experience or skill level, takes place in the context of shared planning and problem-solving with other professionals. According to Judith Warren Little, a noted Californian education writer:

... colleagues teach one another about new ideas and new classroom practices, abandoning a perspective that teaching is “just a matter of style” in favour of a perspective that favours continuous scrutiny of practices and their significances.<sup>6</sup>

The way teachers relate to their colleagues has a substantial impact on their beliefs about good teaching, and on their development as teachers. The demographics mentioned earlier (120,000 teachers currently in the profession and 3,000 new ones each year), indicate that it would be better to

direct energies and resources towards improving current teacher practice, rather than relying solely on transforming the way new teachers, who constitute less than 3 percent of the profession, are trained.

The second problem characteristic of the culture of teaching is the pervasive sense of overload that teachers experience. Expectations of the school system have increased dramatically, without any clear identification of priorities or adequate professional development. Many teachers feel unable to carve out a degree of manageability in their work; the result is a siege mentality.

Elementary-grade teachers in particular can no longer reasonably be expected to cover all areas of the curriculum by themselves, and even those who are most knowledgeable and adaptable cannot be expert in all subjects. Teachers are beginning to feel overwhelmed by the pressures, by the combination of academic, behavioural, and emotional needs. It is an almost laughable understatement to say that we are expecting a great deal of our teachers.

This sense of overload has been compounded by the educational reforms and restructuring experienced over the last decade in particular. The destabilization of the education system by imposed educational initiatives has become a particular problem in Ontario. In the CTF survey, teachers were asked to respond to the statement: "Teachers in this province have meaningful input into the formation of educational policies in this province/territory." Ontario ranked last in the country, with only 14 percent of teachers responding in the affirmative.<sup>7</sup> This is in spite of the fact that many teachers are involved in the development of Ministry guidelines and documents, rounds of consultation about

educational reform initiatives, and consultations between government and federations. One of the aggravating factors, of course, is the sheer size of Ontario. It is difficult for a group as large as the 120,000 teachers to feel they have meaningful input into provincial policy.

When the issue of overload is combined with professional isolation, the understandable result may be teachers who are somewhat defensive about issues of professional growth and evaluation, or reluctant to initiate reform.

A final characteristic of the culture of teaching is that teaching is structured as a flat career. Progress within the profession involves leaving the classroom and moving into an administrative position, or into a position with a teachers' federation. This frequently deprives classrooms of superior teachers and has skewed formal professional development toward administrative credentialism.

These observations suggest that emphasis should be placed on expanding and strengthening professional support for teachers. We must encourage excellent teachers to remain in the classroom, and provide them with continuous opportunities for professional growth. Recent research shows that schools differ in the extent to which they provide "school-level structures ... to foster planning and problem-solving" and "a supportive school-level professional community and opportunities for reflection."<sup>8</sup>

Although large numbers of teachers succeed in maintaining high professional standards and enthusiasm for students and the classroom, there are obviously legitimate concerns.

#### *The teacher and time*

Teachers in North America are generally expected to spend their working time in classrooms with students, although collective agreements in Ontario now provide for some preparation time. However, the situation is quite different in China, Taiwan, and Japan, where teachers are given time to work with colleagues on a daily basis. An eight-hour day is structured so that they are in charge of classes only three-fifths of their time in school, and teaching is itself a group effort. They spend their time together discussing teaching issues, reviewing and improving lessons and problems for students, and otherwise working at becoming better at what they do.

Are there ways to free up time for Ontario teachers to work collaboratively this way? One possibility relates to

**"T**he implementation of *Transition Years [and] The Common Curriculum* clearly illustrates the problem faced by front-line educators. The direction was politically inspired. Although a mechanism was set up for receiving input, it was clear that only minor modifications would be acceptable. The reforms were mandated long before the pilot projects had passed through the three-year implementation dip, and before any valid evaluation could be completed. Implementation is required when cut-backs in funding are occurring and schools cannot afford the necessary small classes ... computers, texts, or even photocopying. And now, when we have barely started to implement *The Common Curriculum*, we already have a Royal Commission on Learning, which may well result in yet another major overhaul of the education system."

Richard Wink, teacher

another of our engines for change, our emphasis on building stronger links between schools and communities. We suggest that the overloaded curriculum, especially at the elementary level, be addressed by distinguishing between the mandate of the school and the responsibilities of the teachers within it. Throughout our report we recommend drawing more on community resources for delivery of some programs and activities.

We have made clear that we believe it is reasonable to expect the school, and the educational system of which it is a part, to educate all students effectively, and to include such non-academic "social" issues as drug awareness, sex education, AIDS education, and so on. However, we say that responsibility for education on these issues should be shared with other social and health agencies, rather than being solely that of the teacher.

The school may be the ideal large organizational unit within which to discuss these issues with young people, and may even be the best environment for large-group discussion. But, as both a community resource and a part of the community, schools should benefit from, and have access to, other community resources.

Shifting the primary responsibility for teaching non-academic social issues from teachers will have several benefits: it will allow teachers to focus on clearly defined common curriculum areas; teachers will be able to work together to co-ordinate, plan, and improve their collective work; finally, the shift will clarify the educational responsibilities of the school and diminish the number of expectations and burdens placed solely on teachers.

This shift is not intended to, nor will it, lighten the teachers' workload; rather, it is intended to strengthen the academic impact of teachers' work by ensuring that their efforts are focused primarily on developing each student's intellectual competence, and that they engage in on-going professional planning and reflection with their colleagues.

#### ***Reaching into the community***

Although teachers must have a solid understanding and appreciation of the social, health, political, and economic issues that affect children and schools, we propose that those in the school's network of alliances/community services assume greater responsibility for delivering some non-academic programs to students. Throughout this report, we

propose ways to strengthen school-community links; for example, such agencies as parks and recreation departments and health-service agencies could work with students in the school setting, either during the regular day or in an extended school day.

Such arrangements would be more difficult for French-language schools, given the paucity of social, health, and recreational services in French; but there may be ways of providing access. One possibility would be to have a French-language team travel across the province to provide these types of services. As a start, an information package could be developed for French-language teachers and schools, informing them of various programs and services available in the French-speaking community. Whatever the result, problems and possible solutions for francophone schools would need to be thoroughly examined.

**"The expanded view of the school's role in society and the scope of the resulting curriculum places new challenges on all educators. The concept of the family is in the process of being redefined, and the long-term impact of this process is not as yet clearly understood. It would appear that there are significantly more children who have only the minimum of adult supervision, and there are increasing numbers who appear at school malnourished. Violence and various forms of abuse seem to be on the increase, although the extent has not been clearly established."**

K. Johnston, R. Leatham, D. McAndless,

and T. McClenaghan

Recently retired educators

#### Recommendation 57

*\*We recommend that the Education Act be amended to allow instructors who are not certified teachers to supervise students, under specified conditions and circumstances, and to deliver certain non-academic programs. Instructors might be health, recreational, and social-work personnel, or other members of the community, as designated by the school's principal.*

#### *School-based professional development*

We know that teachers need to continue to learn and develop throughout their careers, and it turns out that one of the best vehicles for such growth is the school itself. One of the most effective ways of promoting both teacher growth and student learning is for teachers to work in a school setting that emphasizes two things: continuous improvement of teaching, and regular monitoring and feedback about results.<sup>9</sup> In other words, a "collaborative culture" focused on instruction and student achievement is a powerful force for improving schools.

Since time for collaborative work is scarce, we suggest that community instructional time might provide opportu-

nities for teachers and school administrators to organize such school-based professional development. We believe that the principal, working with teachers, the extended school community, and with the support of senior administrators, should be responsible for designing a systematic plan of staff development for the year. Such time should give teachers the opportunity to plan, design, study, and work collegially, thereby strengthening school programs.

With regard to secondary schools, because the organizational context is somewhat different from that of elementary schools, arrangements for in-school professional development might also be different. The departmental structure has the potential of providing more manageable working teams, but it also tends to split the staff into isolated, even balkanized, groups.

We suggest that it is possible to capitalize on the strengths of the departmental system by having departments take collective responsibility for such initiatives as working with student-teacher interns, supporting new teachers in their subject areas, investigating and learning new teaching approaches, reviewing courses, and ensuring that links are made between courses.

At the same time, inter-department initiatives can build collective responsibility beyond department boundaries, and break down the walls that too often divide teachers in large schools. Our school-within-a-school concept (introduced in Chapter 9) would provide multiple opportunities for teachers to work together on issues such as improving the rate at which students remain in the school, planning a new program for a particular group of students, or improving links with parents. Again, what is most important is that teachers together work on the continuous improvement of teaching.

Both elementary and secondary schools must be learning organizations for teachers if they are to be effective learning organizations for students. It is crucial to ensure that such collaborative groupings are not experienced as contrived or imposed; not unreasonably, teachers who do not feel they are working on a genuinely important task will find ways to drop the project.

It is up to the school board to set priorities within the Ministry's broad guidelines. Schools can then collectively decide how they are going to address these priorities, given the particular school context.

**"In light of the debate about what should be taught in schools, not only the functions of the education system, but the role and work of the classroom teacher needs to be defined by the Ministry of Education and Training. Today, the roles of the teacher include those of social worker, specialist in a variety of teaching areas, and guidance counsellor, amongst others. The time available for teachers to plan, implement, evaluate and modify program, prepare material, locate resources, and assess student progress is at a premium."**

Peel Board of Education elementary teachers

The flexibility introduced by relying more on community, social, and health resources might provide some schools with the necessary time for such staff development and planning. Others might find further measures necessary. We would encourage both schools and school boards to consider more flexible schedules, and strategies such as combining classes occasionally to free some teachers for collegial work.

Regardless of how the time is allotted, however, we agree with the recent report of the American National Education Commission on Time and Learning, that "... time for planning and professional development is urgently needed – not as a frill or an add-on, but as a major aspect of the agreement between teachers and [boards]."<sup>10</sup>

We also agree with the report's comment that teachers' needs should not be met at the expense of students' learning time. The need for time, for both student instruction and professional matters, may necessitate considerable reworking of current schedules and agreements. The Ontario Catholic Supervisory Officers' Association, in its brief to our Commission, argued in favour of setting aside time during the school year for teachers

... to engage in the task of formal co-operative curriculum and pedagogical development activities ... [and that] discussion among key participants be held to remove the constraints to achieve this needed period of time.

We believe that greater flexibility in the use of time is long overdue; schools must move out of the constraining effects of often rigidly defined schedules.

#### ***Concerns of teacher federations***

We recognize that teacher federations will have some objections to proposals to allow instructors who are not certificated teachers to supervise students, and to some proposals about revising schedules, because of the implications for collective bargaining agreements. We believe, however, that the professional benefits and clarified responsibilities that would accrue to teachers in the classroom constitute a genuine improvement in their work life.

#### ***Supportive technology***

We suggest one further way to help teachers – giving them access to technological support. It is hard to think of another group of professionals who, for instance, are expected to

function without the use of a telephone. At the same time teachers are being urged to communicate more regularly with parents, any number of them are expected, in many schools, to share one phone in the staff room. Not only is privacy difficult under such circumstances, it is hard to find time, given most teaching schedules, even to get to the phone.

#### ***Teaching: The vision and the reality***

Throughout this report, we propose and advocate a vision of learning, of the teaching profession, and of the school as a professional environment. Such visions, however, are often in conflict with the reality of schools as they exist: clearly, there is a considerable difference between the image of teaching we outlined in Chapter 6 and our observations here about the actual conditions in schools.

#### ***Teacher organizations and professionalism***

Over the past 50 years, teachers have looked to their federations for assistance and support. Under the Teaching Profession Act (TPA), passed in 1944, the Ontario Teachers' Federation (OTF) was established. All teachers in Ontario, as defined by the Act, are required to belong to the Federation, which is the official voice of the teachers of Ontario, and is the formal liaison between teachers and the Ministry of Education and Training.

**“Whereas instruction and accreditation in most professions is undertaken by persons active in the profession, in teaching it appears that status and influence increase geometrically the further one gets away from actually teaching elementary and secondary school students ... There are summer courses to upgrade qualifications, but these are much more orientated to bureaucratic promotion than to discipline upgrading.”**

Kenneth Morrison, teacher

There are five affiliate associations: the Federation of Women Teachers' Associations of Ontario (FWTAO, established 1918, membership 41,800); the Ontario Secondary School Teachers Federation (OSSTF, established 1919, membership 38,900); the Ontario Public School Teachers Federation (OPSTF, established 1921, membership 14,500); the Association des enseignantes et des enseignants franco-ontariens (AEFO, established 1939, membership 6,700) and the Ontario English Catholic Teachers' Association (OECTA, established 1944, membership 32,200).

Once a teacher has been hired by an Ontario school board, the OTF assigns him or her to statutory membership in one of these affiliates, in accordance with the OTF's by-laws.

Because four of the affiliates were independent voluntary associations prior to the creation of the OTF, the federation was constructed as an umbrella whose affiliates retain a high degree of autonomy as exercised through their individual affiliate constitutions. Each affiliate offers services directly to its membership in areas such as professional development, counselling, and collective bargaining. In fact, the day-to-day life of a teacher in Ontario is affected more by the actions of the specific affiliate than by those of the federation.

#### *Collective bargaining rights*

Under Bill 100, the School Board and Teachers Collective Negotiations Act, passed in 1975, local branches of the five affiliates were identified as bargaining agents for their respective memberships. Bill 100 embedded into law the collective bargaining rights of teachers, established dispute

resolution mechanisms, and granted teachers the legal right to strike.

With the passage of Bill 100, the salary and working conditions of teachers improved dramatically: in 1950, the average salary of a teacher in Ontario was \$2,365; in 1990 it was \$51,735. Within the professional lifespan of a single generation of teachers, they went from being members of the lower-middle class to becoming members of the upper-middle class. The consequences of this transformation have been enormous on both the profession and the OTF.

Professionally, better salaries and working conditions have attracted better-qualified candidates to teaching. Ontario teachers are among the best educated and trained. New teachers entering the profession today bring solid academic credentials and relevant life experiences to help prepare them for their new careers.

While the affiliates of the Ontario Teachers' Federation deal with both professional and union issues, their role in collective bargaining has gradually emerged as their essential defining activity. We think that teaching young people is one of the most important tasks within our society; obviously, teachers deserve to be well paid and their profession deserves respect and recognition as a crucial societal service. The question is: Has the orientation toward collective bargaining issues occurred at the expense of the development of teaching as a profession?

All the OTF affiliates, as well as OTF itself, have done substantial professional work on behalf of their membership through such services as publications, conferences, workshops, and courses. These have helped teachers deal with some of the complex issues facing Ontario's educators, and should be recognized and affirmed. They represent substantial commitments by the federations, of both resources and personnel, to professional development.

However, there are constraints within the OTF and affiliate structure that limit the participation of both levels in promoting teaching as a profession and in addressing broad-based educational issues. The dual nature of the affiliates, existing both as unions for collective bargaining and as the only professional bodies for teachers, creates competing internal priorities and concerns: as unions, the associations work to enhance the salaries, working conditions, and narrowly defined best interests of their members. However,

# ISSUES

The dual nature of the teachers' federations, existing both as unions for collective bargaining and as the only professional bodies for teachers, creates competing internal priorities and concerns: as unions, the associations work to enhance the salaries, working conditions, and narrowly defined best interests of their members. However, union contractual imperatives may sometimes undermine professional interests and educational reform.

union contractual imperatives may sometimes undermine professional interests and educational reform.

### *A College of Teachers*

The Commission believes that the teaching profession in Ontario must now be considered equal to other established professions. Structures such as the Ontario Teachers Federation and its affiliates are in place to protect the economic interests and workplace rights of teachers. They also respond to some of the professional development needs of teachers, but not to the need to develop the profession of teaching itself.

There is no comparable structure to view broad-based educational issues from a purely professional perspective. In the mid-1980s, Bette Stephenson, then the Minister of Education, proposed the establishment of a College of Teachers for Ontario. The idea was dropped after it was rejected by the teachers' federations, primarily because of concerns related to collective agreements.

Although we acknowledge that there were difficulties with that proposal, we believe that the complexity of contemporary education in Ontario, and the best professional interests of educators, dictate a transfer of governance issues to a newly created provincial professional body. Giving teaching full professional status is a logical extension of trends in education and developments in the teaching community. While the vast majority of Ontario teachers conduct themselves with a high degree of professionalism, teaching itself cannot truly be called professional because an essential characteristic of a profession in Ontario is the exercise of self-regulation, under statute.

The Education Act and the Teaching Profession Act regulate admission, certification, and practice for teaching in Ontario. Governance is currently exercised under the Acts by universities through admission to faculties of education and control of the pre-service teacher education program; and by the Minister through authority over certification and decertification, and post-certification qualifications. As long as these crucial areas of governance in teaching remain outside the control of teachers, the profession of teaching will remain in a state of limited development.

In order to promote teaching to full professional status, we propose that a provincial self-regulatory body, a College of Teachers, be established. The College would be responsible

for determining standards of teaching practice, regulating initial and on-going teacher certification, and accrediting teacher education programs, both pre-service preparation and on-going professional development. A majority of members of the College would be professional educators selected by their peers, but there would be substantial representation from the public, that is, non-educators. The fuller details of membership should be determined by the Ministry and education stakeholders, with the aim of achieving a balance between education providers and consumers.

### *Experience in other jurisdictions*

Such professional bodies of teachers exist in other jurisdictions. For example, under the Teacher Council Act, Scotland established the Scottish General Teaching Council (SGTC) in 1966.<sup>11</sup> The SGTC is governed by a council, the majority of whom are registered, full-time teachers, directly elected by their peers. Other councillors are appointed from a variety of interested parties such as universities, directors of education, employers, and churches, with a small number

Teachers themselves, in partnership with the broader community, should define professional conduct and practice.

nominated by the secretary of state from among parent groups, the business community, and other professional organizations.

We see two crucial features in the way the SGTC is constituted: first, a clear majority of councillors are registered teachers, ensuring that the Council and thus the profession are truly self-regulatory. The second is that significant representation is accorded to representatives of other educational stakeholders and to the community at large. This ensures that the Council serves the professional interests of its teacher members and the broader community they serve. Both these conditions would have to be met in a College of Teachers in Ontario.

Under legislation, the SGTC is assigned jurisdiction over key areas of teacher self-governance: it accredits all courses for teacher training. To be used toward a teaching credential, a course must be identified as “acceptable to the General Teacher Council.” Effectively, this means that the Council has control of admission to the profession and of standards within it.

These features ensure that initial certification of teachers and in-service programs rest with the profession. Because it regulates admissions to the profession, the Council maintains a register of all qualified teachers, and is thus able to advise on the supply of teachers available to the system.

Finally, the SGTC is responsible for the exercise of disciplinary matters within the profession, including suspension and decertification. For purposes of comparison to a proposed Ontario College of Teachers, it is important to note that the SGTC has functioned effectively for 28 years in the context of pre-existing teacher associations and unions. While there are undoubtedly areas of overlap and comple-

mentarity between the SGTC and the unions, their responsibilities and tasks are quite distinct.

We envision an Ontario College of Teachers with a comparable mandate to that of the SGTC, including jurisdiction over teacher certification at both the pre-service and in-service level, maintenance of a register of teachers and their professional credentials, and disciplinary matters up to and including decertification, as well as accreditation of all teacher education and training programs.

A College of Teachers was established in British Columbia in 1988, and is responsible for certification, professional development, and discipline. Membership is automatic for all teachers, principals, and supervisory officers, although they may opt out by making a formal request to do so. The College is governed by a council of 20–15 elected by members, two appointed by the Lieutenant Governor, two by the Minister of Education, and one by the deans of British Columbia’s faculties of education.

Critics of the British Columbia College assert that it is too directly connected to the British Columbia Teachers’ Federation, and would function more effectively if it had a more arm’s-length relationship with the BCTF, and had a broader membership base.

This criticism brings us to an important point regarding teacher membership in the Ontario College. Having said that professional educators should form the majority of its governing council, we do not see the college as an extension of the teacher federations and associations. Certainly, some of the educator councillors could be elected from their membership by OTF affiliates during their individual annual general meetings. However, we think it very important that the college reach out to educators through other mechanisms: direct elections might be held, or representatives might be selected by provincial subject councils, by curriculum co-ordinator groups, and from private schools. There are many potential vehicles for broadening the base and interest profile of the College’s councillors. Whatever mechanisms are adopted, it is critical that no one interest group have undue influence in the College.

In proposing a College of Teachers as a professional body of teachers at arm’s length from the federations, the Commission seeks to complete the development of teaching as a mature self-governing profession. We believe that practitioners in the profession are most qualified to establish what is required for a teacher to function effectively, and decide

**“Changes in pre-service preparation of teachers will have some impact at the classroom level, but new teachers comprise only a small portion of the teaching force. The provision of appropriate opportunities for practising teachers is, therefore, vital to the future of professional development in this province.**

**Changes in pre-service education must be part of a continuum of professional education intended to meet the needs of teachers throughout their careers. Professional development for practising teachers has, for the past 20 years, been dominated by Additional Qualifications certification requirements. In the past this system may have served the profession well. The structure, however, is unable to keep pace with the current needs of individual teachers and with changing policies and practices.”**

Ontario Association of Deans of Education

which programs constitute appropriate professional preparation and in-service. Finally, we believe that teachers themselves, in partnership with the broader community, should define professional conduct and practice. We are providing the blueprint for such a College; we believe the actual model should be developed through consultations by the Ministry with federations and other interested parties and stakeholders. In order to set up the College, the 1944 Teaching Profession Act and the Education Act would have to be amended to allow establishment of an Ontario College of Teachers.

#### Recommendation 58

*\*We recommend that a professional self-regulatory body for teaching, the Ontario College of Teachers, be established, with the powers, duties, and membership of the College set out in legislation. The College should be responsible for determining professional standards, certification, and accreditation of teacher education programs. Professional educators should form a majority of the membership of the College, with substantial representation of non-educators from the community at large.*

### Section B: Teacher education

You cannot improve student learning for all or most students without improving teacher learning for all or most teachers.<sup>12</sup>

The goal of teacher education is not to indoctrinate or train teachers to behave in prescribed ways, but to educate teachers to reason soundly about their teaching as well as to perform skilfully.<sup>13</sup>

We turn now to the challenge of teacher education, which is actually several challenges: how to select candidates, how to prepare teachers, how to support their entry into teaching, and how to ensure on-going professional growth throughout their teaching careers.

Throughout the chapter, we use the terms “education” or “development” more often than the word “training.” We believe that the phrase “teacher training,” although commonly used, can be misleading, because it suggests that mastering technical teaching skills is sufficient. Although skill development is obviously important for educators, what is even more critical is that they develop professional judgment about when and how to use those skills.

After summarizing the key messages about teacher education in submissions made to us, we briefly describe teacher

education in Ontario today, identify some of the key issues, and suggest directions for the future.

We believe that faculties of education, federations, and school boards should have considerable autonomy in developing programs to address priorities we have identified, but that this development should be carried out in collaboration with the College of Teachers.

The gist of our recommendations:

#### *Pre-service*

A longer and more substantive program for initial teacher preparation, delivered both by faculties of education and schools. Why? Because teaching is difficult and complex, and teachers cannot be well prepared for the challenges of today’s schools in a one-year program. The second year should be somewhat like an internship, with increasing levels of responsibility in schools.

**“ • Entrance into the faculties of education must be examined; people who might make the best teachers are not necessarily gaining entrance.**

**• The faculties of education are not preparing candidates for the reality of the school.**

**• Regular training and upgrading should be mandatory for teachers and principals. This should take place for one week every two or three years. While this is an expensive concept, every successful business invests heavily in research and development as well as in staff training.”**

Stormont Dundas and Glengarry  
Elementary Principals' and Vice-Principals' Association

#### *Support for beginning teachers*

Using a variety of means, including workshops and assistance from experienced teachers or consultants. Why? Because the transition to full responsibility for teaching students is crucial, and in the long run, students and schools will benefit if new teachers get the best possible start to their careers.

#### *Mandatory professional development*

For educators, with educators themselves having considerable freedom to decide what form that professional development should take. Why? Because continual growth is an integral part of professional life, and teachers should have the responsibility for shaping their professional development. Much of this professional development should be integrated with the on-going work of the school, rather than be tacked on as an “extra.”

#### *What did we hear?*

Many briefs to the Royal Commission alluded to teacher education or professional development. A number of presenters said that teacher preparation programs are too short to include everything that is necessary, and that student teachers should spend more time actually working in schools.

We heard that teachers, both new and experienced, need to know more about dealing with ethnic and cultural diversity and with students who have special needs. We also heard that they need more expertise in teaching early reading, mathematics, and science, as well as greater facility with electronic technology, in order to take advantage of new teaching possibilities.

Submissions from representatives of the Roman Catholic school system stressed the need for those preparing to teach in their schools to learn enough about the history, philosophical approach, and the system's curriculum. Representatives from French-language schools had similar concerns about preparation of teachers for their schools.

Teachers themselves expressed frustration about mandated changes, such as destreaming, being introduced without adequate resources for professional development. They were also concerned about problems resulting from funding cuts.

Other briefs expressed concern about the composition of the teaching force, or about criteria for admission to faculties of education. People wanted applicants selected less on the basis of academic standings, and more on the basis of personal qualities. Some called for changes in selection procedures to increase ethno-cultural and racial diversity.

#### *Historical context*

In Chapter 2 we alluded to the modest amount of training received by prospective teachers throughout the 19th and much of the 20th century. With compulsory schooling, and as the result of Egerton Ryerson's work, the importance of training teachers in pedagogy was increasingly accepted. The first “normal school” (teachers' college) opened in 1847, with more added throughout the next few decades for the training of elementary school teachers.

Secondary school teachers, who were expected to have university degrees, received their teacher training at a separate provincial college of education. The situation for training teachers for French-language schools was quite unsatisfactory: until 1927, when the Ottawa École Normale was established, schools had to hire either poorly prepared Franco-Ontarian teachers, or teachers from Quebec. There appear to have been no French-language facilities in the province, prior to 1970, for training secondary school teachers.

In the 1970s, the provincial government gradually transferred teacher education to the universities, and from 1974

on, all teachers in the English-language system required an undergraduate degree and a Bachelor of Education degree. The same requirement became effective for teachers in the French-language system in 1986.

Although teachers are now better educated and receive more substantial preparation than in the past, the demands and complexities of teaching have also increased dramatically. We briefly describe the current situation in teacher education, and make recommendations about what we believe teachers will require by way of general education and professional preparation if they are to meet, effectively, the needs of students in Ontario schools of the future.

#### ***Current context for reforming teacher education***

Although there have been a number of changes in both pre-service and in-service teacher education over the last five or six years, it seems to us that the process of reform has become somewhat stuck. Each of the parties continues to go its own way.

In 1987, a position paper on teacher education, commissioned by the Teacher Education Review group and written by Michael Fullan and Michael Connally, both of whom were at the Ontario Institute for Studies in Education (OISE) at that time, was circulated widely throughout the province.<sup>14</sup> A number of innovative proposals were put forward to improve teacher education.

The report made specific recommendations about pre-service programs, support of new teachers, and on-going professional development, as well as about rethinking the roles of faculties of education and the other “teacher education stakeholders” – including the Ministry, school boards, and federations.

For example, in regard to beginning teachers, the report recommended a process by which they would have a period of internship and apprenticeship. During that time they would receive additional training and support. Although the paper had considerable influence on much of the thinking about teacher education in Ontario (and beyond: the document has been extensively referred to in publications in other provinces and other countries), very few of its recommendations were actually implemented in Ontario.

Other unsuccessful attempts have been made to create a more accountable system for organizing and operating teacher education. (We noted earlier that the proposal for a

#### **Partnerships In Teacher Education**

Several faculties of education have developed formal school/university partnerships that address a variety of professional development or school improvement issues. A project between York University and the North York Board of Education

involves the Westview family of schools. The project, focused on urban education, emphasizes school improvement and on-going professional growth for school staff and education faculty staff, and involves collaborative work in graduate programs and research.

College of Teachers was dropped after being rejected by the teachers’ federations.) The Teacher Education Council, Ontario (TECO), was set up in 1989, partly in response to the Fullan and Connally position paper, with representatives from faculties, the Ministry, the federations, and school boards.

A review of several reports on issues of admissions, pre-service, induction, in-service, and faculty renewal<sup>15</sup> suggests that in spite of some good research and the best intentions, TECO had difficulty affecting policy and practice.<sup>16</sup> For example, TECO’s reports to the Minister often made various recommendations that different stakeholders get together and discuss or review their plans and programs. However, no groups seemed willing to move beyond defending their own turf.

Similarly, one recommendation of a 1988 Task Force, set up to make suggestions about common pre-service courses to prepare science teachers, was that faculties review their science offerings. In other words, over and over again discussion seems to take the place of action. Although there are many examples of innovative and collaborative programs in Ontario, such initiatives remain the exception rather than the norm.

In the light of such a history, it is difficult not to conclude that the “teacher education stakeholders” are somewhat rigidly wedded to structures that may be anachronistic, and that vested interests and disinclination to change have held sway for too long. Faculties of education hold closely to the notion of university autonomy and, in the opinion of many observers, do only what they please; federations resist anything they see as intruding on collective bargaining and

## **Partnerships in Teacher Education**

The Technology for Enhancing Learning (TEL) Centre at the University of Toronto Faculty of Education is a partnership with TVOntario. Its mission is to enhance teacher education by achieving appropriate use of technology in all aspects of faculty activity. Activities

include: working with faculty members to assist new and practising teachers to use electronic technologies effectively; supporting administrative and academic use of technology; and involvement in research projects, both at the faculty and in school boards, to consider the impact of technology on learning.

the exclusive role of teachers in the schools; and the Ministry maintains a system, which has been discontinued in other provinces, of controlling the content of various in-service courses.

In this context, coherent public policy is impossible. The Ministry's nominal control over teacher education is no guarantee of quality.

All these stakeholder groups have what seem to them good reasons for the positions they take. Collectively, however, they have prevented the reform of teacher education. We suggest what programs and directions make sense in terms of student learning and teacher growth, and only then look at the political barriers to implementation.

### ***Pre-service teacher preparation in Ontario today***

#### *Current programs: Description and issues*

All teachers trained in Ontario receive their initial training (referred to as "pre-service") through one of ten faculties of education (two of which have programs to prepare teachers for French-language schools). Close to 6,000 student teachers are enrolled in pre-service programs, most of which are one-year courses that follow a first undergraduate degree.

Teachers usually receive about 20 weeks of instruction at the faculty, and are required to spend at least 40 days in a school under the supervision of an experienced teacher (although there is considerable variation, with an increasing number of programs having student teachers spend as much as half their time in schools).

Successful candidates receive a B.Ed. from the university, and are then granted a permanent Ontario Teaching Certificate by the Ministry of Education and Training.

Pre-service programs in Ontario vary in terms of how professional teacher training is sequenced with general liberal arts or science education. In concurrent programs (offered in only some faculties, and involving a small proportion of students studying to become teachers), candidates study simultaneously for a B.A. or B.Sc. and a B.Ed., and tend to spend longer blocks of time practice-teaching in schools.

By contrast, students in consecutive programs (offered in all faculties) enter a faculty of education for a one-year B.Ed. after receiving an undergraduate degree. Several universities have recently developed a "hybrid" program, with elements of each: undergraduate students in subjects where there is a high demand for teachers, such as French, mathematics and science, or early childhood education, take particular courses, and undertake some supervised field experiences; they are then guaranteed admission to the faculty of education one-year program.

Although program components are to some extent determined by Ministry regulations, faculties have considerable flexibility in delivery models and course content, and have recently developed a variety of program innovations. There is now significant diversity among the ten faculties, in mode of delivery and in program content.

#### **Requirements for pre-service programs:**

The relevant regulation in the Education Act defines "a program of professional education" as including:

- (a) study of the
  - (i) primary and junior divisions;
  - (ii) junior and intermediate divisions, including one teaching option;
  - (iii) intermediate and senior divisions, including two teaching options; or
  - (iv) technological studies, including two teaching options;
- (b) study of teaching methods designed to meet the individual needs of pupils;
- (c) the acts and regulations respecting education;
- (d) a review of Ministry curriculum guidelines; and
- (e) at least 40 days of practical experience (in schools).

Traditionally, faculties have assumed full responsibility for the programs, with the exception of the 40 days of practice teaching in schools. During those days, student teachers are supervised by associate teachers, who are regular teachers in the schools. The difficulty is the absence of a particular process for selecting associate teachers, who have rarely been given any special training or preparation. Expectations about their role are not clear, and the criteria on which they are to evaluate student teachers may be vague. Furthermore, the responsibility is not acknowledged in any significant way: the \$7.50 per day allocated for supervising student teachers would seem more of an insult than a reward.

Pre-service programs are frequently criticized as being too academic and "theoretical," with little opportunity for student teachers in faculties of education to learn from their own experience. Student teachers, all of whom are university graduates (average age 30), report they are sometimes treated like adolescents, with trivial "make work" assignments that do not contribute to professional expertise.

Programs tend to be fragmented: because faculty courses are not linked to the school experience, there is little sense of coherent professional preparation. The program may be diffuse and superficial, trying to cover philosophical, technical, and content areas in a sometimes disconnected manner. Although an Ontario survey of recent graduates showed a relatively high degree of satisfaction,<sup>17</sup> further analysis revealed that participants find their experience in schools the most valuable aspect of the program. Comments about the faculty courses were often negative.

However, the winds of change have blown through at least some of the province's ten faculties of education. Increasingly, they are working more closely with school personnel to integrate the theoretical and practical elements of pre-service programs. For instance, some are now based entirely off-site, in schools where associate teachers play a much larger role in planning what and how student teachers should learn.

Many student teachers are spending more time in school classrooms, often working in small groups with fellow students. We have been told that with intensive school experiences and an emphasis on working together on various projects, student teachers are more likely to report that faculty programs prepared them well for teaching and to

#### **Partnerships in Teacher Education**

The Eastern Ontario Staff Development Network based at Queen's University allows approximately 20 school boards to pool resources for various forms of professional development and leadership training. The Northern Centre for Instructional Leadership is a source of professional activities for 48 school

boards in mid-northern and northeastern Ontario. NCIL also involves the Ontario Institute for Studies in Education (OISE) and northern universities. Another co-operative venture, Contact North/ Nord, is a distance-education network including school boards, faculties, OISE, and representatives of Native communities.

give these programs higher ratings. Such reaction from student teachers may suggest directions for reform, emphasizing the need for better integration between the theory and practice, with more solid grounding in the work of schools.

However, too many student teachers have no school experience beyond their formally required practice teaching sessions, and as we have noted, supervising associate teachers usually have little or no interaction with university faculty members.

Faculties of education have developed a variety of specialized programs, including one at York University that prepares people to be teachers of the deaf (at least one faculty member and several students are deaf). Several faculties, such as those at Nipissing, Queen's, and Lakehead, also offer special programs that prepare aboriginal teachers and aboriginal teaching assistants, often in programs located off campus, in or near aboriginal communities. Other programs prepare teachers, whether aboriginal or not, to teach in aboriginal schools.

The diversity of programs across the province is seen by the faculties of education as a strength in responding to local needs, as well as building on particular faculty expertise. But it also raises questions about the extent of commonality in the preparation of teachers for Ontario schools. Given that the province now has *The Common Curriculum Grades 1-9*, coupled with provincial standards in language and mathematics, we need to be certain that teachers, wherever they are trained, have the knowledge and skill to teach the common curriculum.

## **Partnerships in Teacher Education**

Joint initiatives for teacher education with colleges have developed, especially in the areas of Early Childhood and Technology. Brock University, for example, has a formal relationship with a local college,

through which both a child-studies program and a new technical education program are offered. Such collaborative arrangements are particularly valuable for preparing technology teachers because of the need for costly equipment that quickly becomes obsolete.

### *Those who teach teachers*

What about those who teach the teachers? A report by Professor Laverne Smith for the Teacher Education Council, Ontario, provides a good overview.<sup>18</sup> As of 1992, there were slightly more than 500 full-time faculty members in all ten teacher education faculties, 87 percent of whom are in English-language programs, with the remainder in French-language programs.

Of the full-time faculty members, about 70 percent are permanent appointments (either probationary tenure stream or tenured appointments). These professors are hired on the basis of their qualifications as both researchers and teachers. Very few are appointed to these permanent positions without having completed a doctorate in education. Although most have considerable experience teaching in elementary or secondary schools, this is not universally so. Recent hiring patterns suggest that research expertise is becoming an increasingly important criterion.

In addition to the tenure-stream appointments, about 30 percent of faculty members are non-permanent appointments, either seconded from school boards or hired on contract. In either case, such temporary appointments are usually for one to three years.

About 36 percent of faculty members, but only about 21 percent of those with tenure, are female. At the time the data were gathered for the 1992 report, only 11 faculty members across the province were identified as being members of visible minorities.

There is an on-going tension in faculties of education (similar to that in all professional schools) between teaching and research, and between the demands of the university

and the demands of the field. In some cases, this tension is productive, leading to more practical research, and teaching informed by research. Too often, however, it results in unproductive conflict that sees the two as incompatible.

One difficulty for faculties of education is that the public – and, to some extent, the school system – is unaware or unappreciative of the need for research and scholarship as well as for teaching. In a paper written for this Commission, Patricia Allison of the University of Western Ontario reminds us that:

It is one of the functions of universities to provide a place wherein those with both the desire and the aptitude can study and research a subject and contribute to the growth of human knowledge. Scholars in professional schools study and research aspects of the profession, as a service to the profession ... and use their study and research to inform the preparation of future members of the profession.<sup>19</sup>

The Ontario Institute for Studies in Education is quite distinct from the ten faculties of education, having a different mandate and very different functions. As of this writing, it does not offer pre-service teacher education programs, and its 146 full-time faculty members teach only graduate programs, although they are expected, in addition, to be heavily involved in research and/or field development. Most students in graduate programs, particularly in M.Ed. programs, are practising teachers. Many of OISE's doctoral graduates go on to teach in faculties of education, either in Ontario or elsewhere. The proposed merger between OISE and the Faculty of Education of the University of Toronto, if successful, would no doubt alter OISE's programs.

### *Judging the effectiveness of programs*

Very few teacher education programs, here or elsewhere, are evaluated on any basis other than satisfaction of student teachers or the success of graduates in finding teaching positions. In some cases, faculties of education survey school employers as well, to evaluate the level of satisfaction with graduates of their programs. There would seem to be no systematic assessment of the knowledge and skills of current Ontario graduates.<sup>20</sup>

If there are agreed-on expectations of beginning teachers, it makes sense to suggest some form of accountability for faculties of education. We believe that a more thorough and

**"N**ew teachers need to understand... how learning takes place. They must be trained to use a wider variety of teaching styles, so that they are equipped with the tools which enable them to manipulate the environment in order to allow maximum learning to occur. They also need to be kept informed of the latest in child development research, so that a teacher will have realistic expectations for the children in his or her care."

Oshawa Area 2 Elementary Teachers

#### Recommendation 59

*\*We recommend that the College of Teachers, in close co-operation with faculties of education, develop a framework for accrediting teacher preparation programs offered by Ontario faculties of education, and that the College be responsible for carrying out such accreditation processes.*

#### *Teacher education for the future*

Our recommendations about teacher education for a strengthened schooling system begin with several basic assumptions about teacher education, based on recent research about how teachers learn. We are guided by the principles of learning and teaching outlined earlier in Chapters 5 and 6.

We accept five dimensions (developed in Chapter 6) as defining good teaching and offer guidance for planning the focus and direction of pre-service programs and professional development initiatives. That is, we hold that good teachers:

- care about students, and are committed to students' learning;
- know their subjects and how to teach them;
- organize and monitor student learning;
- work effectively with others, including other teachers, students, parents, and community;
- critically examine their practice, and continue to learn throughout their careers.

Although these principles do not provide a blueprint for designing teacher education, they are a starting point. The implications are clear: if teaching is difficult and complex, teacher education cannot be dealt with as an afterthought.

systematic evaluation and accreditation of pre-service programs should be developed in Ontario.

We suggest that teacher education programs be accredited, in a process similar to that often used with some other professional and graduate university programs, both in Ontario and elsewhere. In this process, an independent body assesses programs, considering, for instance, course content, resources, performance standards, delivery mechanisms, qualifications of faculty members, and in some cases quality of graduates.

The independent accrediting body might be a professional association or an accreditation board set up solely for that purpose. The process has apparently been effective in maintaining high standards, and because programs are accredited for a limited period (usually between three and seven years), there is a built-in safeguard against complacency or resistance to change.

In education faculties, information is usually gathered through site visits to the faculty of education and its associated partner schools, and through interviews with professors, students, and, presumably, also with the school board that employs graduates.

It is crucial that the process have substance: there must be consequences for faculties whose programs do not measure up to accepted standards. The usual procedure would be to put such faculties on notice, with a period of two to three years for improvement. Should improvement not take place, programs would no longer be accredited. This would mean that graduates would not be eligible for the Ontario Teaching Certificate.

Given the principle of having teachers take responsibility for governing their profession, we suggest that responsibility for accrediting teacher preparation programs be assigned to the College of Teachers. Although the process to be used would then be determined by the College, the accreditation or review teams might include members of the College of Teachers, representatives from Ontario faculties of education, and outstanding teacher educators from outside Ontario and even, perhaps, outside Canada. This would ensure that the process had credibility with the public and with professionals. We assume that the College, in developing the process and criteria for the accreditation reviews, would be sensitive to the university culture, to current research and scholarly work in teacher education, and to Ministry of Education and Training policy directions.

**“M**ost teachers are risk-takers who thrive on change. How otherwise could they year after year greet a new class of 25–30 children with unknown personalities, with unknown emotional, intellectual and social needs, and remain confident that they will discover each child’s unique needs and then make a difference in their lives?”

Federation of Women Teachers’ Associations of Ontario (FWTAO)

# voices

We also make two further assumptions about teacher education:

- First, pre-service training cannot produce fully finished expert teachers, but it should give graduates the skills and knowledge necessary for a successful entry into teaching, and provide them with a solid foundation on which to build throughout their careers.
- Second, educational reform and teacher education must go together. Because changes in schools will not take place without the involvement of teachers, teacher development is part and parcel of school improvement, with benefits for schools and for students.

Becoming competent as a teacher requires more than technical skills or subject knowledge: it requires drawing on these skills and knowledge to meet the special demands of many different situations and problems. For example, a teacher not only needs to know how to manage the behaviour of a class of six-year-olds, but may need to do this while teaching them to read, adjusting questions and content to suit the different levels of understanding in a class that may include recent immigrants, aboriginal children, and children from a range of socio-economic backgrounds.

Although it is neither feasible nor reasonable for us to make specific recommendations about all the content areas of pre-service programs, several key priorities need to be addressed if our recommendations in other areas are to be implemented. We would expect the College of Teachers to make more specific recommendations, but to leave flexibility for faculties of education.

Although we have not developed separate lists of requirements, arrangements may differ, depending on whether student teachers are preparing for careers in elementary or secondary schools.

#### *Selection: Who should become a teacher?*

As we have already noted, the issue of admission to faculties of education is a thorny one, primarily because faculties of education operate as the first gatekeepers to teaching. Concerns focus on two factors: first, there is a belief that admission is too dependent on academic background, specifically undergraduate grades, rather than on personal qualities; second, there is the fact that too few candidates from minority groups are admitted.

Since faculties have many more qualified applicants than they can accept, there will always be dissatisfied people. According to faculties of education, although academic background is an important criterion, other factors are also significant, particularly relevant experience with children and adolescents. Special attention is also given to ensuring places for candidates from previously under-represented groups, such as aboriginal candidates, those from ethno-cultural and racial minorities, and those who have physical disabilities.

#### Personal qualities:

Many people believe that personal qualities of character should be the most important criteria for admission to teaching. We agree in principle: the difficulty is that these personal qualities, which are not easily influenced by training, are notoriously difficult to assess in the admissions process.

Judgments about candidates’ academic backgrounds can be made with relative ease, but judgments about their character are more difficult. Furthermore, efforts to do so through the use of reference letters, interviews, or aptitude tests have been largely unsuccessful. In addition, the numbers of applicants and the number admitted in several faculties are so large, interviews are impractical. The Faculty of Education at the University of Toronto, for instance, admits approximately 1,000 students each year, out of several thousand applicants. In her paper for our Commission, Patricia Allison cites evidence that demonstrates “that interviews are inherently unreliable.”<sup>21</sup>

Minority youth benefit from having visible role models in their schools, but beyond this, all students in a multicultural society benefit from schools in which staff come from a variety of backgrounds: it ensures that diverse viewpoints are recognized and included in school life.

#### Selection as a process:

However, because we agree that personal qualities are critical, we suggest that selection be seen as a process rather than as an event. Faculties can make initial judgments based on academic criteria and experience (plus the way the candidate reflects in writing on that experience), but may not be able to make adequate appraisals of personal qualities until the candidate is in the program. At that time, however, judgments can and should be made.

Faculty members and associate teachers in schools have been hesitant to exercise their authority as gatekeepers to the profession, apparently being more comfortable with supporting rather than evaluating student teachers. We agree that student teachers who are having difficulty should be helped by professors and by school staff. If such assistance does not improve performance, however, unsuccessful student teachers should be directed to other career possibilities, and not be recommended for teacher certification. *We believe that the right of children to a good education is the most important consideration.<sup>22</sup>*

Judgments about suitability should be based on clear understandings about teachers and teaching, and should be acknowledged as a responsibility to be shared by faculty and by the schools where student teachers do their field work.<sup>23</sup> We recognize that both faculty members and teachers find it difficult to make such judgments when student teachers are proving unsuitable. We believe, however, that it is crucial for them to recognize their obligation to future generations of elementary and secondary school students.

#### Recommendation 60

*\*We recommend that faculties of education and school staff who supervise student teachers be accountable for ensuring that those recommended for Ontario Teaching Certificates have the personal qualities required for admission to the teaching profession, and that those candidates who do not show such qualities be advised to leave teacher preparation programs.*

We assume criteria would include evidence that the prospective teacher cares for students, is committed to student learning, and supports generally accepted professional ethical standards. Teachers intending to teach in Catholic and francophone schools should be assessed by the faculty and by the schools as to their recognition and

support of the goals and traditions of these education communities.

**Encouraging minority group members to become teachers:** We have noted the under-representation of teachers from various ethno-cultural and racial minority backgrounds, as well as those who have physical disabilities. Increasing the number of teachers from diverse backgrounds is important for several reasons. Minority youth benefit from having visible role models in their schools, but beyond this, all students in a multicultural society benefit from schools in which staff come from a variety of backgrounds: it ensures that diverse viewpoints are recognized and included in school life.

Efforts to increase the diversity of the student teacher group have taken place in most faculties, and have been given a boost by the Ministry's recent policy initiatives in the area of anti-racism. Implementation of these should lead to more minority teacher candidates being admitted. An initial list of pilot projects shows that considerable progress has been made, at least on paper. Whether the changes will be substantial enough is another question.

The recently enacted Employment Equity Act will require school boards, as employers, to develop and implement plans to increase the representation of target group members (racial minorities, aboriginal peoples, women, and persons with disabilities). Ensuring a pool of qualified teachers from a range of backgrounds will be essential to meeting such requirements.

However, increasing diversity is a recruitment as well as a selection issue, and requires that all education partners work together. In addition to continuing current initiatives in

**Increasing diversity:  
Innovation in teacher  
education in Manitoba**

The Winnipeg Education Centre (WEC) is an impressive alternative to mainstream teacher training/education programs. For two decades, it has been an example of what can be accomplished with limited financial resources and the collaborative efforts and dedication of its core staff and the teachers and principals of co-operating schools in the inner city.

WEC is an alternative path to a teaching career, particularly designed for motivated and talented women and some men from relatively impover-

ished socio-economic backgrounds and recent immigrants.

University of Manitoba faculty and experienced practitioners are working together to deliver a high-quality program that prepares teachers-in-training to function effectively in some of the most challenging classrooms in the city.

Several inner-city schools host apprentice teams of teachers-in-training who work with experienced teachers. WEC students complete their pre-service program with considerably more field experience than their main campus counterparts.

faculties of education and school boards, more needs to be done to expand the pool of qualified applicants from minority backgrounds, and to ensure that more of them are well prepared to enter teaching. Such efforts are already underway in a few instances, but need to be much stronger and more widespread.

Faculties of education, school boards, and teachers' federations can and should actively encourage young members of minority groups to consider teaching as a career. One strategy in secondary schools is to establish "Future Teachers Clubs," through which students find out about teaching as a career, visit faculties of education, and have opportunities to gain the kind of experience with children that will be necessary for later admission to faculties of education.

Schools can set up cross-age tutoring programs that help all students – both those who tutor and those who are tutored – learn. Schools can also assist students who are considering teaching to apply for relevant summer jobs, such as day-camp counselling or assisting in summer school programs, to give them a chance to develop their skills and assess their interest in teaching as a career. TVOntario/La Chaine might produce videos that could be used to highlight the attractions of a career in education.

Such initiatives should also be extended to allow adults from minority groups, who are interested in a career change, to gain experience relevant to teaching.

The francophone community may also find such attempts worthwhile, because there have been fewer applicants for each position in French-language faculties of education than in English-language institutions.

#### Recommendations 61, 62

*\*We recommend that faculties expand their efforts to admit more student teachers from previously under-represented groups, including ethno-cultural and racial minorities, aboriginal communities, and those who are disabled, and that they be accountable to the College of Teachers for demonstrating significant progress toward achieving this objective.*

*\*We recommend that faculties of education, school boards, and teachers' federations develop joint programs to encourage more young people from minority groups to consider teaching as a career, and to ensure that minority youth and adults interested in teaching have opportunities to gain the necessary experience with children and adolescents.*

#### *Pre-service preparation*

Pre-service preparation, including the content and organization of programs, should be guided in general by the concepts of teaching we propose, and by common understandings about professional skill and knowledge. We discuss and make recommendations about the control and location of programs, their length, and their content.

#### Control and location of programs:

We have noted that Ontario faculties of education have recently increased the involvement of schools in pre-service programs, having student teachers actually working in classrooms over long blocks of time, and being more involved in the entire life of the school. It has been suggested that perhaps this concept might be taken even further, and that initial teacher preparation be based entirely in schools rather than in universities; in this model, school board staff would take primary responsibility for delivery of the program.<sup>24</sup> Student teachers, the argument goes, have already spent four years in universities doing their undergraduate degrees. To prepare for teaching, they should become apprentices, learning their craft by watching experienced teachers, acquiring

**“A teacher-training apprenticeship/internship program is absolutely essential for new teachers entering the profession. Continuing staff development is absolutely essential for practising educators, and yet one of the first areas to be cut in these times of fiscal restraint is funding for staff development, either through direct reduction of professional development funding or reduced funding for supply teachers. Further evidence of the low importance placed on professional growth opportunities is the impact on professional development days, as boards across Ontario attempt to meet the fiscal demands of the government-imposed social contract. Decreased government funding to the universities resulted in the deletion of additional qualification courses for teachers.”**

Oshawa Area 2 Administrators

the necessary skills and techniques, and practising those skills in the real setting of classrooms.

Although we believe that schools should, indeed, play a larger role in initial teacher preparation (and we will outline just how we think this should happen), we also believe that such apprenticeship programs, if run entirely by schools and school systems, would have serious limitations in pre-service preparation of teachers.

There are certainly many practical skills and routines that student teachers can and do learn from observing experienced practitioners. However, learning the essential “nuts and bolts” is not enough. Teachers also need to understand why they are doing what they do, and be able to explain why they have chosen certain content or methods. They must learn how to teach their subjects. They must be familiar with research on child development and how children learn. They must understand how learning is affected by social and emotional factors.

Specific skills related to classroom management or lesson planning must be seen in the broader context of professional knowledge and practice. “Cookbook” learning is not enough. As part of their preparation, student teachers should begin to understand the organizational, political, legal, and ethical contexts in which they will work, and discuss competing ideas about the nature and purpose of education. Although schools can do some of this, they are unlikely to provide sustained support for thoughtful consideration of issues. As well, the top priority of schools is (and should remain) to teach students and help them learn. If schools were given responsibility for training teachers, it could create conflicting priorities – teach teachers or teach students? – and add another burden for our schools.

Apprenticeship models really only make sense if the goal is to reproduce the current realities of schools and teaching – in other words, to prepare teachers for schools as they exist at present. But, as we have argued, this is not enough. Although there are many pockets of excellence in schools throughout Ontario, there could be improvements to the status quo.

What universities can bring to professional preparation, in addition to a solid understanding of the knowledge base for teaching, is their commitment to scrutinizing and questioning accepted practices and ideas. The challenge, of

course, is to ensure that universities actually do so, but this challenge will not be met by bypassing these institutions.

At the same time, we believe that the responsibility for both planning and implementing the program should be shared with schools. Faculties of education have no monopoly on ideas to improve teacher preparation.

#### Professional development schools:

We believe that partnerships in teacher education between faculties of education and school boards must become the norm rather than the exception. We suggest that each faculty of education develop partnership agreements with school boards, through which some schools can be designated as “professional development schools.” Such schools would operate much like teaching hospitals, combining the best of theory and practice to create learning communities for the children, the teachers, and the student teachers.<sup>25</sup>

# opinion

**“Although apprenticeships will not suffice, it is equally apparent that business as usual on the part of our university-based professional schools will not suffice either. Much of what goes on in them appears better suited to the well-being of the incumbents than to the health of the community beyond.”**

John Goodlad

*Educational Renewal, 1994*

In professional development schools, university faculty and practising teachers would work together in planning and implementing a program, through which student teachers were guided to professional competence. Although teacher preparation would be based in the university, much of the program would be delivered through these school settings, with the involvement of both faculty members and practising teachers.

Student teachers would be assigned in small groups to these selected schools for significant blocks of time, perhaps two days each week during the year, or for a month or more. Not only would this provide opportunities for sustained and thoughtful interaction with school staff, it would also encourage student teachers to work together as they learn about teaching. Such experiences go a long way to break down the walls of isolation that have kept teachers cut off from rich sources of collegial stimulation. Student teachers would thus learn to work collegially rather than in isolation.

Professional development schools would be located in the public, Roman Catholic, and French-language systems, to provide adequate opportunities for teachers to be prepared to teach in all Ontario schools.

In such a partnership arrangement, the school and the school board would share in the responsibility to guide the professional socialization of student teachers, with the participation of the majority of teachers in the school. We would expect that one teacher (or the vice-principal) would agree to take the lead in co-ordinating teacher preparation

efforts, and deployment of the student teachers in the professional-development school. This co-ordinating role would be recognized as part of the person's responsibilities for that year.

Groups of approximately seven or eight student teachers would be assigned to each school on a continuing basis. Although scheduling arrangements should be flexible, we would expect student teachers to spend significant blocks of time in the school.

The learning objectives for each block of time would be jointly defined by university faculty members and teachers in the school. The expectation is that school experience would be explicitly linked to concepts discussed in the university courses, so that student teachers could relate what they see in classrooms and schools to theoretical frameworks.

## Recommendations 63, 64, 65

*\*We recommend that faculties of education establish partnership arrangements with selected school boards and schools in the public, Roman Catholic, and French-language systems that agree to work with faculties in preparing student teachers. In such designated “professional development schools,” staff from faculties and from the schools would be jointly responsible for planning the program, and for guiding student teachers through their learning.*

*\*We recommend that school staff with responsibility for student teachers be selected jointly by the faculty of education and the school principal, and that they participate in a significant and well-designed preparation program themselves, to ensure that they have a fully developed understanding of the process of learning to teach, and a shared understanding of the skills, knowledge, competencies, and values that beginning teachers should have.*

*\*We recommend that school staff supervising student teachers have significant input into recommendations for certification.*

## *Length of pre-service programs*

We have noted that the purpose of pre-service is not to produce a “finished professional” but to ensure that teachers are prepared for a good start in their profession, and have a foundation for continued professional growth. Nonetheless, given the vision of teaching we propose and the kinds of

**"The complexity of the demands made upon teachers in modern schools requires that all teachers should possess a level of research literacy. Teachers need to be informed consumers of research as well as being active researchers themselves ... The independent professional is a critical consumer of research."**

Ontario Association of Deans of Education

skill and knowledge teachers require, we do not believe that a one-year program, from September to April, is sufficient to provide student teachers with a solid foundation on which to begin teaching. This conclusion is supported by many presenters to the Commission, as well as by many teachers, teacher educators, researchers, and practitioners.

How might the program be extended? There are three different strategies: going back into undergraduate programs, lengthening the time in pre-service, and moving some learning forward into the first year or more of teaching. Our recommendations involve all three strategies.

The first suggestion for relieving the pressure of a one-year program is to require more prerequisites for entry into faculties of education, thus moving some of the necessary learning back into the regular undergraduate program. Queen's University, for instance, now requires all applicants to its faculty of education to have some background in mathematics and science, but most other faculties do not.

Faculties have resisted suggestions that prerequisites be standard across the province, on the grounds that it is up to each university to set its own admission requirements. Although we recognize this concern, we believe that it is reasonable to require some common undergraduate preparation prior to the teacher training program.

The issue is different for elementary than for secondary preparation programs. It seems more reasonable to require a variety of subject prerequisites for elementary school teachers, who are expected to teach a broad range of topics. On the other hand, secondary school teachers are generally expected to teach two subjects in considerable depth; broad prerequisites might be difficult for them, and perhaps unnecessary.

Areas that might be considered essential for elementary teachers, in particular, include mathematics, science, English (or French for French-language schools), and the arts. For all teachers, reasonable prerequisites would include developmental psychology, competence with computer technology, and perhaps sociology. Although such prerequisites may make it difficult for older candidates switching to teaching from another career, we believe that such difficulties are substantially outweighed by the need for some common undergraduate background. Increasing the prerequisites is not a full solution to the problem of an overcrowded pre-service curriculum, but it will help.

Some of the courses that aspiring teachers might be asked to take do not exist in all universities. Courses exploring key concepts in mathematics or science, for instance, or on the sociology of schooling, could be developed by faculties of arts and science in collaboration with faculties of education. In fact, some are already being developed; York University, for instance, has one in mathematics, and is developing at least one in science.

Although teacher education is often seen as the purview of faculties of education, it should be a priority for the rest of the university as well. Faculties of arts and science have a role to play in strengthening the undergraduate education of prospective teachers, and should be seen as partners of faculties of education.

#### Recommendations 66, 67

*\*We recommend that common undergraduate prerequisites be established for entry to pre-service teacher preparation programs, with decisions about specific prerequisites to be made by the College of Teachers, with input from faculties of education and school boards.*

*\*We recommend that faculties of arts and science be encouraged to work with faculties of education to develop suitable undergraduate courses, where these do not exist, in subjects that are prerequisites for entry to faculties of education.*

There is little doubt, however, that a longer pre-service program is necessary. The current period is too brief to provide sufficient opportunity for developing all the skills and knowledge teachers need for teaching in today's schools, let alone those of the future.

Preparation for teaching should be as rigorous as for any other profession. Not only do prospective teachers need to build knowledge and skill, they must develop enough expertise, comfort, and understanding of the educational system to move from being students to becoming independent professional teachers. We believe that the consecutive program should be substantially restructured and extended to two years, while the concurrent programs should be similarly extended by one year.

Lengthening the program, of course, substantially raises the costs of teacher preparation for candidates, and the per-student cost for the government. Unless faculties of education are expanded, which we do not suggest, it also decreases the supply of new teachers. We are aware of these problems, but believe they are outweighed by the benefits of a two-year program.<sup>26</sup> The decreased supply of new teachers is not likely to be an immediate problem, since only about half of the graduates actually find teaching positions each year. We recognize, however, that in the future the demand for teachers may increase as educators retire. Should this occur, the province would have to be ready to make arrangements to meet the demand, perhaps through temporary increases in the numbers admitted to faculties of education.

Although the increased cost might act as a disincentive for low-income applicants, we suggest that this should be addressed through strategies for providing financial support, for example by extending the Ontario Student Assistance Program.

We believe there should be considerable flexibility in the way the teacher preparation program is organized, but that throughout the two years, student teachers should take on

increasing levels of responsibility in schools. The second year would be somewhat like an internship, in which student teachers are able to work in schools as "fledgling teachers." They would contribute to the work of the school, allowing more flexibility in teacher scheduling, but be under the guidance of experienced teachers, who, backed by specific training, have responsibilities for continuing development of novice teachers.

We have recommended that professional development schools, in partnership with faculties of education, work with small groups of student teachers. It is likely that most of the first year of the program would be based at the faculty of education, while much of the second year would be in the school, with regular seminars led by faculty members and teachers. The Bachelor of Education degree would be awarded by the university on successful completion of the second year. Presumably, in concurrent programs, the B.Ed. would be awarded after the sixth year of combined arts and education.

The Ontario Teaching Certificate is currently awarded to teachers when they complete the B.Ed. degree. Faculties of education recommend candidates to the Ministry of Education, which awards the certificate. Under the system we propose, faculties would recommend certification to the College of Teachers. We believe, however, that the initial certificate should be provisional, being made permanent on completion of one year's successful teaching in an Ontario school. Our reason responds to concerns expressed about ensuring the highest calibre of teaching in our schools. It makes little sense to give a permanent teaching certificate to someone who has never been employed as a teacher. The certification process would be quite distinct from the employing board's decision concerning probationary and permanent contracts.

#### Recommendations 68, 69, 70, 71

*\*We recommend that the consecutive program for teacher education be extended to two years, and that one year be added to the concurrent program. We recommend that the Bachelor of Education degree be awarded on successful completion of the two-year program or, in the case of the concurrent program, on completion of the equivalent of the two-year education program.*

**"A** teacher must be educated as someone who knows how to think and how to teach others to think."

Sybil Wilson, Brock University professor

*\*We recommend that the current practice-teaching requisite of 40 days be replaced by a requirement that student teachers spend at least that much time observing and working in designated professional development schools during the first year of the B.Ed. program, and that they spend a substantial portion (at least three months) of the second year working in schools, under the supervision of school staff. We recommend a similar requirement for students in concurrent programs, over the length of the pre-service program.*

*\*We recommend that faculties of education recommend to the College of Teachers that those who have been awarded B.Ed. degrees be given a provisional Ontario Teaching Certificate.*

*\*We recommend that the Ontario Teaching Certificate be made permanent on completion of one year's teaching in Ontario, on the recommendation of a qualified principal or supervisory officer. However, this certification process would be quite distinct from the employing board's decision concerning probationary and permanent contracts.*

Teachers who have been prepared and certified in programs outside Ontario should be required to satisfy the College of Teachers that their qualifications are comparable. Once they had done that, they would then be granted a provisional Ontario Teaching Certificate, which would be made permanent after one year's successful teaching in an Ontario school.

#### Content of program:

The program priorities that we believe are most important are grouped according to the five principles that define our image of good teaching:

##### 1. Caring about students, and being committed to students' learning

Critical as this area is, it does not easily lend itself to inclusion in a formal program of study. Although faculty and school placements can and should strengthen a student teacher's commitment to students, it is not simply a matter of explicitly increasing knowledge and skills.

Nonetheless, a good pre-service program will help student teachers build effectively on the concern and commitment to young people, which probably attracted them to teaching in the first place.

We stress again that faculties of education and the schools in which student teachers work have a responsibility to counsel those who lack the necessary commitment to reconsider their choice of career.

Student teachers should

- learn to be mentors and advisors to their students, and understand the importance of respect and care in working with students;
- understand and appreciate the linguistic, religious, cultural, and social differences among students, and become aware of how to build on the strengths students from different backgrounds bring to school;
- become sensitive to the effects of the hidden curriculum, and be willing and able to question their own attitudes and modify their own practice accordingly;
- understand the importance of teachers having high expectations of all students.

##### 2. Knowledge of subjects and how to teach them

Student teachers should

- understand the subjects they are expected to teach; for elementary school teachers in particular, this requires the development of courses that focus on the methodology and key concepts in areas such as mathematics and science. For secondary school teachers, who have considerable knowledge of the subjects they expect to teach, courses should lead to an understanding of key principles and concepts in their subjects in ways that help students understand them;
- become familiar with recent research on learning and teaching, in order to make judgments about how best to teach their students;

**"The resources for unbiased and reliable research provided by the faculties of education, and the potential of that research in the development of policy, have not been well used to date. The Ontario school system and the teaching profession will both benefit from greater emphasis on the development and use of these research resources."**

Ontario Association of Deans of Education

# voices

- understand how students develop literacy, in the broad sense in which we use the term, and the importance of oral language development, particularly in a minority-language environment;
- understand enough about first- and second-language learning, and how cognitive development relates to language learning, to appropriately support students who come to school not being able to speak English or French;
- be well equipped to teach children to read;
- develop skill in using various teaching methods appropriately, capitalizing on the advantages of each approach while minimizing the disadvantages;
- be able to relate the teaching of various subjects to the Canadian context, recognizing Canada as a bilingual country; acknowledging the history, culture, traditions, and contribution of aboriginal people to Canadian society; as well as the contribution of the groups originally from other countries who have enriched Canadian culture over the past 300 years;
- develop skill in using electronic technology to support student learning, including using the most common software packages, and facilitating students use of telecommunications for access to information.

### **3. Organizing and monitoring student learning**

This encompasses planning the curriculum (the year's work), setting learning objectives for groups and for individual students, managing the classroom, monitoring student learning, and intervening appropriately when students need additional help or have to be challenged.

To do so, student teachers should

- understand the process of children's cognitive, emotional, and social development, in order to plan programs and set reasonable expectations for students;
- understand the sequence of curriculum, to know what has gone before, and what will follow;
- learn to encourage positive behaviour in students, and know and be skilled in using strategies to deal effectively with inappropriate behaviour;
- be aware of the normal range of behaviour and ability, and learn to recognize academic, emotional, and social developmental difficulties among youngsters, being familiar enough with available resources to get assistance for them when it's needed;
- develop understanding and skill in assessing student learning using a variety of strategies, developing skill in selecting, using, and interpreting different methods to meet different purposes;
- learn to communicate effectively about student learning to students and parents; explaining objectives, indicating what has been learned, and making suggestions for further learning, with input from students and parents.

### **4. Working effectively with others, including other teachers, students, parents, and members of the community**

Building a more collaborative professional culture begins with student teachers.

They should, therefore,

- learn and be prepared to use strategies for increasing and maintaining the kind of parental involvement that supports student learning;
- become accustomed to working not only alone with students, but also in team situations with other teachers, to set priorities, identify needs, plan curriculum, and initiate other action in their schools;
- become acquainted with parents and others in the community, and be ready to use those resource people to strengthen student learning.

### **5. Critically examining teaching practice and continuing to learn throughout their careers**

Because on-going professional growth and continuous improvement are integral to professional work, these norms

Although all student teachers must learn about teaching diverse student populations, this is a particularly true of those who expect to teach in urban areas characterized by diversity in race, culture, language, and religion.

should be reinforced in the preparation programs for teachers.

Student teachers should

- develop the habit of examining and learning from their own experience;
- understand that as teachers, they themselves must be life-long learners who will build on and extend their initial learning as they move into teaching careers;
- become critical consumers of research so they can choose knowledgeably among options to ensure optimal learning for all their students;
- understand the changing social and economic contexts of education, and the role of educators in debates about educational issues.

In addition to these general requirements, student teachers who hope to teach in particular settings have a number of more-specific needs. Faculties of education must ensure that candidates are adequately prepared, with both content knowledge and significant experience in appropriate school settings. We look specifically at Catholic schools, French-language schools, aboriginal schools, adult education, and technological studies.

Student teachers planning to teach in the Catholic separate school system need a knowledge of its distinctive features, history, philosophy, values, and some familiarity with pedagogy and educational methods of religious education programs in these schools.

In addition to strong French-language skills, student teachers preparing to teach in French-language schools need an understanding and appreciation of the minority-language context of Ontario's francophone community.

Student teachers preparing to teach in aboriginal schools must have an appreciation and knowledge of aboriginal culture and traditions, and should have at least some facility with an aboriginal language.

Student teachers interested in adult education need knowledge about and experience with adult learning settings, and with the ways adult learning needs differ from those of younger students.

Prospective teachers of technological studies may not have all the technical skills required. Therefore, teacher education programs may need to develop both substantive technical expertise as well as teaching strategies.

There are two further issues in relation to pre-service programs: preparing to teach early childhood education programs, and preparing to teach diverse student populations.

Teachers for early childhood education:

A key recommendation in our report is for enhanced and expanded early childhood education programs for young children. We recommend that the publicly funded schools move toward offering full-day programs for children beginning at age 3. At the moment, there are two separate systems for preparing child-care workers and teachers, and persons licensed in one system are not recognized by the other.

In order to provide fully trained and qualified teachers for these programs, therefore, changes will have to be made in the current preparation and certification process. A proposal made to the Deputy Minister of Education and Training in 1993 provides a model that is a good starting point for considering what a new program might involve.

The proposal is for a program to be collaboratively delivered by a college of applied arts and technology, a university, and a faculty of education. The program would stress the "interdependence of care and education in the lives of young children."

Although it may need some revision in the light of our early childhood recommendations, the proposal offers one possible long-term solution for the problem of how best to prepare teachers for very young children. In the early stages of implementation of the school readiness program, however, we need a different framework. Our main concerns are, first, the status of those currently licensed as Early

**“O**ver the past several years, I feel that I have witnessed an attempt to re-invent the wheel. I have survived the co-operative small group movement; the self-esteem philosophy; values in education; partners in education; the code of behaviour committees; the integrated curriculum; the transition years; activity-based approach; the whole language program, and many other varied and interesting “new” advances in the educational field. All of these ideas have something of value, but much of this has been practised for many years by creative classroom teachers. As anyone who has been involved in education for as long as I have can tell you, much of what transpires in this business is cyclical in nature, and the tendency has always been for the advocates of these ‘new’ methods to encourage their recruits to throw out the old and jump whole-heartedly into the promotion of these ‘new’ ideas, so that we have literally ‘thrown the baby out with the bath water.’”

Ron Jefkins, teacher

Childhood Educators, and those currently certified as primary teachers; and, second, the need for retraining either of these groups might have in light of changed programs.

The details would need to be worked out and approved by the College of Teachers, working closely with college and university faculty members, and with representatives from both the early childhood and primary teaching groups. However, we assume that teachers currently qualified to teach kindergarten would be able to teach the three-year-olds, as would those currently qualified to teach in early childhood programs – although it is likely that both groups might require some additional professional development.

We suggest that they be deemed to be qualified to teach in the school readiness programs for three- and four-year-olds, contingent on their participation in appropriate professional development programs, as defined by the College of Teachers in consultation with university and college staff and with representatives of early childhood educators and primary teachers.

#### Recommendations 72, 73

*\*We recommend that the College of Teachers develop a set of criteria for certifying staff for school readiness programs, and that whatever preparation and certification requirements are adopted, teachers in early childhood education programs have qualifications equivalent to other teachers, and be equal in status.*

*\*We recommend that the College of Teachers consider how to recognize staff members who are currently licensed as early childhood educators or certified primary teachers and who will be affected by the establishment of school readiness programs for three-year-olds in publicly funded schools.*

#### Teaching diverse student populations:

Although all student teachers must learn about teaching diverse student populations, this is particularly true of those who expect to teach in urban areas characterized by diversity in race, culture, language, and religion. A great deal is known about ways to enhance the success of culturally and linguistically diverse students, but teachers may lack this information. As noted by Geneva Gay, an African-American writer:

Teacher preparation for equity means learning how to differentiate the means of instruction to make high status knowledge and academic success accessible to culturally, ethnically and socially different

**"T**he present second-level certification structure of additional and specialized qualifications must also be significantly modified or abandoned. Currently, the salary grids across the province reward teachers for accumulating certification credit primarily through Ministry-prescribed additional qualification courses, but not for professional development activities of any other kind, or for advanced study of education. It is vital to the quality of education in the province to ensure that teachers renew their knowledge and skills regularly throughout their careers, but it is also important to recognize that professionals should be free to choose their own routes according to their own needs."

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students as to students who are members of the majority culture ... Teaching with equity means first helping children gain fluency in their natural and individual ways of knowing – ways of studying, asking, answering, understanding, cogitating, expressing, and engaging with others – and then challenging and assisting them to learn other forms to broaden their repertoires.<sup>28</sup>

Fortunately, there are many effective approaches for all students, including building trust, using a variety of different teaching strategies, giving effective feedback, maintaining high expectations, using curriculum or examples that relate to various backgrounds and experiences, and establishing good relationships with parents.<sup>29</sup>

#### *Professional development and lifelong learning*

##### *In-service programs today*

The training or continuing education of practising teachers, usually referred to as professional development or teacher in-service, is characterized by such scope and diversity that it is almost impossible to describe briefly. There is no provincial mandatory professional development requirement for Ontario teachers. Local school boards or schools, however, may mandate in-service programs in relation to provincial or board priorities.

Additional Qualifications (AQ) courses for teachers have been perhaps the most popular and well-known form of professional development in Ontario. These, provided for in provincial legislation and leading to salary increases (through category changes) or to promotional opportunities, were formerly funded largely by provincial grants to universities, although most were actually taught by school personnel hired on a part-time basis by faculties of education. In 1993, the Ministry announced that funding would be phased out over three years, not only as a way of reducing government expenditures, but as part of a shift toward user fees for many government services and programs. The government action has resulted in both higher fees and lower enrolment and, in at least one university, the cancelling of AQ courses.

Although courses were usually well rated by participants, most observers felt the program was of variable quality and not linked to school improvement. Tying professional development to salary increases fosters the sense that teachers are motivated more by financial rewards than by an interest in upgrading. In other words, it was time for change, and the

government's funding decision might well be seen as an opportunity for developing a new and better provincial framework for teacher professional development – one that takes into account the complex world of teaching as well as research findings about effective professional development.

For the past year a committee, comprising representatives of faculties of education, teachers' federations, and the Ministry, has been meeting; as yet no agreement has been reached on a co-ordinating framework for professional development for the province. It is interesting to note that in contrast to Ontario's AQ courses, in most other provinces, graduate study programs alone are recognized for salary and promotion purposes.

School boards provide a wide range of professional development activities, although these vary tremendously according to the board's size and resources. "One-shot" information sessions are still common, although there is abundant evidence that these are of limited value.

However, schools and school boards are beginning to draw on research findings about how to make professional development more effective. As a result, programs focus on priorities that have been identified as important for student

The Learning Consortium is a school board/university partnership that has for six years been bringing together the resources of four school boards and two university partners (the Durham, Halton, North York and Scarborough Boards of Education, the University of Toronto's Faculty of Education, and the Ontario Insti-

tute for Studies in Education). The group has helped to provide a clear focus for staff development efforts in the individual member organizations, and also sponsored conferences and summer institutes, developing teacher expertise in areas such as anti-racist education and student assessment.

learning; teachers participate in school teams rather than as individuals; and workshops are supported by follow-up activities in the schools. With the financial crisis, and particularly because of the Ontario Social Contract provisions, time and money for such professional development have been reduced, perhaps a reflection of the importance they are perceived to have.

A variety of workshops, brief courses, summer institutes, and professional conferences are offered by teachers' federations and other agencies. Some are of general interest, while others may be more specialized. The Ontario English Catholic Teachers' Association, for instance, offers a religion course for those in Catholic schools. Regional consortia, usually involving school boards and universities, have increasingly played a major role in offering a variety of programs. Such professional development activities are usually made available to educators on a cost-recovery basis, although federations may subsidize members for their programs.

Subject councils (e.g., provincial associations of teachers of mathematics or of history) make substantial contributions to the on-going development of their members, through conferences, newsletters or journals, and through professional development programs. This is particularly true for secondary school teachers.

TVOntario/La Chaîne has taken a role in teacher professional development, with programs devoted to a variety of educational issues. TVOntario/La Chaîne provides an electronic bulletin board for education, where teachers and others can raise questions, share ideas, and debate issues of importance to them, in either French or English.

Regional offices of the Ministry of Education and Training also play a role in providing on-going support and professional development for English- and French-language schools, particularly in the North, as do OISE field centres (although these have been cut back recently for financial reasons). Such resources are particularly important for smaller or isolated boards. OISE's Centre de recherches en éducation franco-ontarienne (CREFO) and the Centre de recherches en éducation du Nouvel-Ontario (CRENO) offer support to the French-language educational community.

The other major form of professional development is graduate studies, either in subject areas (such as history or mathematics), or in education. Graduate degrees in education are offered through faculties of education and through OISE. All faculties now offer M.Ed. programs, and some offer M.A. programs as well. Currently, however, doctorates are available only through OISE and the University of Ottawa.

French-language doctoral students can complete their programs in French at either OISE or at the University of Ottawa. A few universities offer courses by distance education, both through teleconferencing and computer networks. These programs have proved to be particularly valuable for the francophone community, because they overcome difficulties associated with small numbers of people, often in somewhat isolated pockets spread over vast distances.

#### *Continuing professional development: present issues*

Although many teachers are engaged in professional learning, others are not. There are no professional development requirements for teachers (other than the professional development days that are part of collective agreements). We believe, however, that professional development should not be an option: it is essential.

Second, while some programs are of high calibre, others are not. It is not clear what standards are being used to judge professional development activities, or even whether they are always systematically evaluated.

Third, withdrawing funds from the AQ courses has further destabilized the situation. But it has created an opportunity to move away from a system based largely on paper credentials, and to rethink how best to support teachers' career-long professional growth.

**"In-service training is largely a joke, annual farces played between the board and district OSSTF. We need a province-wide program funded by the province and teacher organizations, perhaps centred in educational departments in various universities. Most of these sessions over the past 30 years have had applications neither to the classroom nor to serious pedagogical studies."**

Teacher, Park Street Collegiate Institute, Ontario

Finally, and as indicated earlier, teachers are feeling overloaded – a situation made worse by recent financial cutbacks. There is little time available for professional development, and little or no money available for supply teachers to cover classes so that colleagues can participate in professional development. That means much of it has to be done after school, on weekends, or during the summer. Although many teachers are willing to give up their time, others are not, or, because of personal responsibilities, cannot. The issue continues to cause problems for federations and for school boards.

Professional development policy and programs (continuing education for practising teachers) should be guided by the same principles of good teaching, and the same understanding of how teachers and other adults learn, as outlined in our discussion of initial teacher preparation.

Good professional development keeps people up to date, revitalizes them, and encourages them to reassess their own practice in the light of changing circumstances in society and in their schools. This is particularly important when many teachers are middle-aged, and may have been trained years earlier.<sup>30</sup>

Our description of current professional development programs is an indication of the rich but somewhat chaotic state of the field. Although some degree of co-ordination would probably be helpful, we are concerned that the imposition of bureaucratic control is more likely to stifle than to stimulate provision of professional development.

The experience with Additional Qualifications courses suggests the danger of building bureaucratic structures that cannot respond quickly to changing circumstances. For instance, continuing to tie AQs to category changes and pay increases constrains the development of more meaningful alternatives.

#### *Professional development for the future*

How do teachers learn to teach better? It is extremely difficult for teachers to go beyond their implicit understandings of teaching (usually based on their own experiences as students). In other words, the most powerful determinant of how teachers teach is their own experience as students over a period of 15 to 20 years. Such a finding suggests caution about any "quick fixes."

Teachers need to reflect on school experiences. We referred earlier to the "hidden curriculum" – what schools teach without necessarily intending to. We want teachers to become aware of, and critically consider, the unintended hidden curriculum in their schools.

Research also shows the limitations of mandating change in teaching practices.<sup>31</sup> Unless teachers see good reasons for change, and unless they get support for the change in their schools, few make substantial alterations to their teaching. If we are asking teachers to perform new tasks, to perform old ones differently, to work together with their colleagues and others, and to understand how each change in practice is likely to affect many other aspects of the school, it is clear that a radical new approach to professional development is required.

We make recommendations around supportive beginning teachers, ensuring adequate professional development, and encouraging opportunities for personal and professional renewal. We then briefly discuss how professional development might be organized, the importance of school-based professional development, and the role of graduate studies programs as vehicles for professional development.

#### *Supporting beginning teachers:*

Beginning teachers are faced with difficult challenges. All too often they are forced to learn to swim by being thrown into the water. That is not good enough. In addition to experiencing uncertainty about how to actually put into practice all that they have learned, they may be given the most difficult classes, or the teaching assignments no-one else wants. In their eagerness to participate fully, they often end up with

Across Ontario, there are many examples of excellent professional development initiatives. In Chapter 9, for instance, we described how the entire staff of Alexander Muir/Gladstone Avenue Public School in Toronto participated in a course on learning English as a second language, and used their new knowledge as the basis for a coherent approach to curriculum and teaching in the school.

Other schools, for example, those in the Durham Board of Education, began to focus on co-operative small group learning, by having an administrator and two teachers take part in an intensive workshop program, and then extend the new approach throughout the school. In some cases, the energy generated by teachers working collaboratively on this new teaching strategy led to a variety of other changes in the school.

heavy extra-curricular responsibilities as well. Schools and school systems need to be sensitive to such difficulties, and avoid exploiting new teachers.

In the past few years, most school boards in Ontario began offering more support to their new teachers, usually through what are termed "induction programs."<sup>32</sup> Brief orientation sessions are increasingly supplemented by a series of workshops on issues such as classroom management, report cards, and meeting with parents. A few boards have gone further, setting up "mentoring programs" in which beginning teachers work with selected experienced teachers who agree to act as mentors or guides. Some assign a consultant to work with beginning teachers, usually visiting them in their schools. Some beginning teacher programs may provide up to three or four days release time for participants, while others do not.

Evaluations of support programs for beginning teachers generally show benefits to both the novices and the experienced teachers who participate.<sup>33</sup> Unfortunately, these are the programs that are vulnerable to cutbacks in the current context of financial constraint. We believe it is time to reconsider priorities, because the first year of teaching is crucial in determining later commitment and expertise.

We believe that with flexibility and good will, it is possible to develop and operate a program that has significant benefits for beginning teachers, schools, and students. First-year teachers could be provided with a program in August; there would be some additional costs to the system, but we do not anticipate these would be great. Even informal

support eases the transition into professional life, yet requires few additional funds, and can be provided with little or no change to formal responsibilities.

Teachers will be much better prepared following a two-year pre-service program, particularly when the second year is similar to an internship in having significant school responsibilities. It is still important, however, to build appropriately on this foundation of pre-service preparation.

#### Recommendation 74

*\*We recommend that school boards be required to provide appropriate and sustained professional support to all first-year teachers, to ease their entry into full-time teaching.*

Although many boards already have such programs, it is time for support to be available to all teachers. Materials could be collaboratively developed, with a core or common part developed by the Ministry and faculties of education, and local materials developed by school boards, based on their particular circumstances. Small boards could work in consortia, and perhaps use distance-learning technology to supplement what schools can provide to new teachers in remote locations.

Where possible, first-year teachers should be provided with support from mentor teachers or consultants, who have received appropriate preparation. It is critical that the responsibility of helping to socialize a beginner into the profession be seen as the serious and challenging responsibility it is. All too often, such work is somewhat demeaned and seen as less important than many other school functions.

#### Continuing professional development:

We suggest the continued expansion of a full range of professional development options, with the participation of teachers' federations, school boards, faculties of education, TVOntario, and teachers' subject associations, but with others as well: colleges, other university departments, community organizations, student groups, social agencies, and perhaps business and industry. These programs would serve different purposes, including providing information and networking, developing expertise in a particular area of knowledge, changing instructional practice, or supporting school reform. Types of programs that are effective for one purpose will not necessarily work for another.

We also suggest that there be a distinction between recognized professional development programs and what might be termed professional renewal, which is a more personal and individual notion. The latter is critically important for educators, but is difficult, if not impossible, to incorporate into any kind of framework for regulating and recognizing programs.

The situation with regard to more formal professional development is somewhat different. We have already said that we do not support linking professional upgrading to category changes and salary increases. At the moment, teaching certificates, once granted, are permanent, with no requirement for upgrading or renewal of certification. This situation is unlike that in some other jurisdictions, where some kind of evidence of professional growth is required for on-going certification as a teacher.

There is little doubt that involvement in professional development should be expected of teachers as professionals, and we believe that, on a mandatory basis, all teachers should engage in significant professional development.

The most effective way of monitoring this may be to recertify teachers, perhaps every five years, on the basis of their having completed some recognized professional development activities. This would be best organized through the new College of Teachers, and could then be monitored by school boards, which would, in turn, report results to the College.

#### Recommendation 75

*\*We recommend mandatory professional development for all educators in the publicly funded school system, with continuing certification every five years, dependent on both satisfactory performance and participation in professional development recognized by the College of Teachers.*

The regulatory framework and detailed provisions would be worked out by the College of Teachers, with participation by federations, subject councils, school boards, the Ministry, and faculties of education. The College would decide on requirements and criteria for continuing certification or re-certification, with consideration given to maintaining high standards with maximum flexibility.

Those who teach in private schools would also have to meet the criteria for continuing certification. We assume the

One innovative initiative, involving electronic networking, is the Culture of Change project run by the Ontario Teachers' Federation, with funding from the Ministry. A component of this project is a computer conferencing network that now involves several thousand teachers interested in discussing

various aspects of their professional practice, while the other main component involves change facilitators working in specific schools across the province. A Northern Linkage project is beginning to connect educators across the northern part of the province as well.

College of Teachers would decide how the regulatory framework would apply to private schools.

Although we want to encourage flexibility, we do not suggest a laissez-faire approach: rather, we suggest that professional development be required, but that educators have considerable autonomy in deciding what form of professional development would best serve their needs and those of their schools.

We believe that school board/employers should be responsible for supporting and monitoring mandatory professional development. In effect, many boards do this already, by developing school improvement plans and providing professional development to support them, or through programs in which teachers set improvement objectives related to their classroom practices.

Although the details would be worked out by the College, we suggest that there be some framework through which the College would either recognize particular programs or perhaps particular providers of programs, such as universities, teachers' federations, school boards, or private consortia.

There would be no automatic salary increments associated with completion of programs, nor would there be any particular qualification the Ministry (or the College) would require teachers to have. Employing boards would have the responsibility of judging whether applicants for particular positions had the training and expertise to do the job.<sup>14</sup> There might be a variety of possible kinds of qualification for such positions as teaching Special Education, perhaps an M.Ed. or some combination of courses given by recognized providers. In other words, rather than relying on paper

## New Teacher Induction

The Waterloo Region Roman Catholic Separate School Board has an approach to teacher induction that is tied in with staff development, leadership development, and school improvement, and is integrally linked to pre-service and in-service teacher education.

The program started with a pilot project involving two elementary schools and two cohorts of pre-service teachers from the Faculty of Education, University of Western Ontario. The long-term goal of the program is to move along a teacher education continuum beginning with a focus on pre-service, continuing the next

year with an emphasis on providing support for first year teachers, and subsequently to enhancing professional development opportunities for experienced teachers.

Using a whole-school approach to new teacher support, all staff members – teachers, paraprofessionals, custodians, secretaries, administrators – are involved in the design and development of the school-based programs.

The board's staff development department offers an extensive program of ongoing development and support, including a video on teacher education and an accompanying handbook for principals.

qualifications to “pre-sort” applicants, employing school boards would be expected to make judgments about whether applicants had the knowledge and skills required for a particular position. As part of that evaluation, they would assess applicants’ training and experience in the light of the skills and knowledge required for the job.

### Other professional renewal initiatives:

Throughout our report, we have repeatedly demonstrated that teaching is a difficult, demanding, and complex job. The frequent professional isolation, the sense of overload, the barrage of competing and often incompatible demands, the pace of change – all these make it difficult for teachers to continue month after month, year after year, without suffering from stress and fatigue. It is critical that teachers have as many opportunities as possible for professional and personal renewal.

A variety of activities beyond traditional course work or workshops might be powerful influences in professional renewal. Teaching in another country, working for a time in a business setting, taking on a study project in another jurisdiction, participating in a graduate studies program, teaching a different age range or in a different school – all these bring fresh ideas and perspectives to educators, and can enrich subsequent classroom teaching.

Such experiences should be encouraged, although it would be difficult to have some of them recognized as official professional development activities to meet the requirements of the College of Teachers. Instead, we would hope that the Ministry and school boards would set policies to encourage such flexible professional renewal initiatives. We are convinced that such initiatives will be of benefit not only to teachers, but also to the school system as a whole.

In some cases, teachers may benefit from a variety of short-term leaves or mini-sabbaticals. If all attempts at professional renewal were unsuccessful, pre-retirement offers might be considered.

Other enabling policies to support professional renewal would include provision for self-funded leaves, support of exchange programs of various sorts, and workload flexibility to accommodate professional commitments and opportunities, such as making presentations at conferences, editing professional newsletters, or being involved in research or professional writing. Such opportunities should be available to teachers and administrators in all school boards.

### Recommendation 76

*\*We recommend that the Ministry of Education and Training, school boards, and federations, in collaboration with the College of Teachers, investigate and encourage various ways of providing opportunities for professional renewal for teachers and school administrators.*

Guidelines with regard to organization and coordination: We do not specify in detail how professional development should be organized, believing that arrangements should be flexibly developed between providers and participants. However, we identify a number of suggestions that should be noted.

Because it can be assumed that both employers and teachers would benefit, we believe that costs should be shared between them, with arrangements to be worked out through the College of Teachers.

The current move to consortia and partnerships should be expanded and strengthened. School boards, faculties, federations, and other groups bring particular strengths and insights; if they work together, the result is likely to be innovative and high-quality programs.

Electronic technology should be utilized far more than is currently the case. The use of interactive video and electron-

ic conferencing, for instance, can help overcome difficulties of distance and scheduling.

Given the plethora of opportunities and providers, some agency – probably the Ministry and the federations – should provide information to all schools about the range of options. This might be done through circulars, via computer networks, in regular publications, and by highlighting particularly noteworthy programs.

#### School-based professional development:

Earlier in this chapter, we discussed the culture of teaching, and stressed the importance of teachers having time to collectively plan, discuss, and evaluate with their colleagues. We emphasize again here that the most valuable professional development is embedded in the on-going life of the school. Teachers' active involvement in a vital professional community, with on-going discussion of curriculum, teaching methods, and student assessment: this is the professional development that will make the most significant difference to student learning. As teachers collectively examine their own school's current practice, they are motivated to seek ever-better ways of meeting student needs. As Andy Hargreaves and Lorna Earl point out when reporting on their recent research in Ontario schools,

Teachers are much more likely to seek and accept solutions to problems they discover for themselves, than to problems identified by others.<sup>35</sup>

In many school boards, all schools are required to develop "school growth plans," setting out their school plan for the coming year or several years. Such school growth plans would be based both on the stated priorities of the school board, and on staff assessment of the local school context. Teachers and principals agree on school priorities, and then plan staff action and professional development accordingly. In most cases, schools decide to focus on instruction or student assessment. The chosen topics would provide direction for planning both individual and whole-staff professional development, drawing on resources outside the school as well as the knowledge of staff members. The expectation would be that teachers would be applying their new learning in classrooms on a regular basis, and would continue to learn from their own experiences and those of their colleagues in the school. A critical mass is created with the

The most valuable professional development is embedded in the on-going life of the school. Teachers' active involvement in a vital professional community, with on-going discussion of curriculum, teaching methods, and student assessment: this is the professional development that will make the most significant difference to student learning.

involvement of many teachers in the school, greatly increasing the effectiveness of the improvement efforts.

#### Graduate studies:

AQ courses will no longer be the main vehicle for officially recognized professional development. Given this change, we suggest that faculties, with input from federations, school boards, and the Ministry, consider how M.Ed. programs might be more closely related to school and teacher priorities. Some faculties of education are beginning to move in this direction, but have been constrained by a variety of factors, including rather cumbersome regulations governing additional certification arrangements for experienced teachers (which we recommend be eliminated).

In most other provinces graduate studies provide a variety of flexible specialization programs. Teachers can pursue graduate degrees related to their specific professional interests and needs, but also upgrade their qualifications in a way that strengthens the links between theory and practice.

Graduate programs provide particularly good opportunities for teachers to take time out to research, reflect, and pursue topics in depth. If they were developed in collaboration with school systems and federations, there would be greater opportunities for teachers, perhaps collaborating with colleagues, to work with university faculty on issues that would have real benefits for schools and students. One example is an M.Ed. program at York University in which teachers can focus on issues related to urban education. The program is linked to a partnership with the North York Board of Education.

**Staff Development and School Growth Planning**

Several years ago, the new principal of Frontenac Elementary School in Halton County interviewed all staff, many community members, resource staff, superintendents and trustees on the strengths and weakness of the school, prior to taking on her duties in the school.

She acted on several suggestions immediately by improving the newsletter to parents and increasing her visibility in the school and the community. She involved the staff in developing the questions and interviews for hiring new teachers, which, in effect, was a process of clarifying the values and style that the whole staff wanted for

the school. Over time, nine new staff members were appointed.

With full staff participation, she also developed a timetable that gave teachers in Grades 1 to 6 common planning time; assigned herself and the vice-principal to cover classes to allow further team planning; organized events for children in such a way that periodic half-days were provided for divisional planning by teachers; restructured division team meetings with a teacher chairperson and a staff development budget; and revamped the board's teacher performance appraisal procedure to focus on team objectives, teacher growth, and staff development support for selected objectives.

**Teacher education: Summary**

In our recommendations about teacher education, we see pre-service preparation, transition to teaching, and lifelong professional learning as a continuum. This means that pre-service programs should provide the foundation on which teachers continue to build, first as novice teachers, and then

throughout their careers. Through lengthened and strengthened preparation, as well as through closer alliances between faculties of education and professional development schools, student teachers will not only learn the skills required for effective teaching, but will also develop the professional judgment necessary to teach in the demanding and complex world of today's schools. On-going professional development, in our view, is absolutely essential for all educators, and we have thus recommended mandatory professional development, but with maximum flexibility about how such requirements can be met.

Only teachers for whom continuous learning has become a way of life are likely to create the kind of stimulating and supportive classrooms we want for all of Ontario's students.

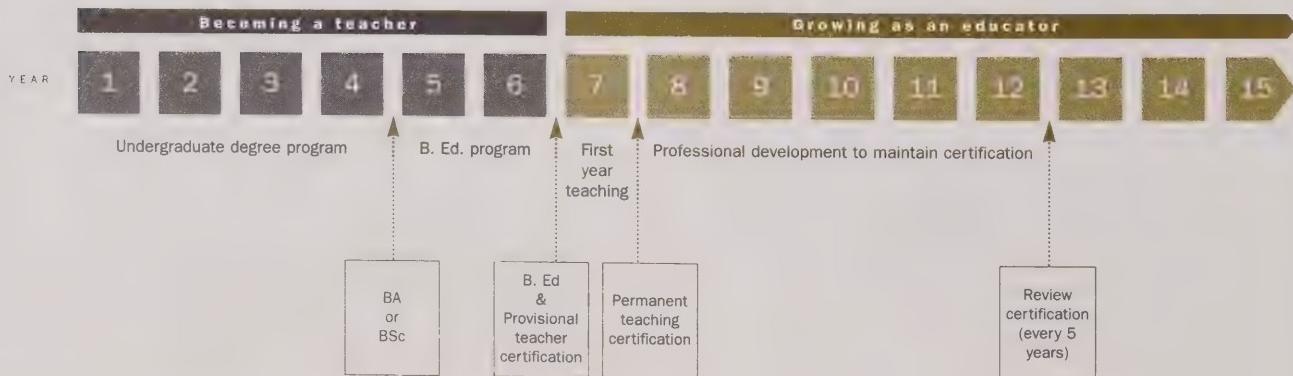
**Section C: Evaluating performance**

Figure 1 shows our proposed plan for teacher education, from undergraduate preparation through initial certification and on to continuing professional development.

***What are the issues?***

Many of those who spoke to the Commission addressed teacher evaluation: parents, students, and other members of the public tend to believe that schools and school boards do not give enough attention to evaluating teachers and principals, or to acting on the results of such evaluation. Students believe that they have important information to offer in the

FIGURE 1

**Career-Long Learning for Educators**

# issues

- high teaching standards must be maintained, but teachers must also be protected from arbitrary judgments;
- there is a lack of agreement on clear and meaningful definitions of good teaching and how to assess it;
- are there limits to what can be expected from principals and vice-principals in evaluating subject expertise?

teacher evaluation process, and want to be asked for feedback on their experiences with their teachers. Parents, too, want their views to be taken into account.

Many people who made presentations to the Commission focused, perhaps understandably, on dealing with teachers they saw as incompetent or as failing to treat students with respect and care. Many members of the public appeared to believe that more attention to teacher evaluation would be a relatively simple solution to such problems, particularly dealing with unsatisfactory teachers.

From the perspective of the school system, the issues related to performance appraisal are complex, and there appear to be no simple solutions. High teaching standards must be maintained, but teachers must also be protected from arbitrary judgments.

Administrators do not usually consider identification of ineffective teachers the issue (principals and superintendents believe that they know quite well which teachers are having problems), but find that dealing with such teachers is difficult and time consuming.

The teachers' federations are responsible for protecting teachers' rights, and making sure their members are fairly treated. To this end, they have negotiated procedures that guarantee due process to teachers, ensure that teachers are given notice of problems, provided with assistance, and protected against arbitrary action on the part of school personnel.

An Ontario research study in the 1980s showed that few people in school boards thought that performance appraisal was a useful process.<sup>36</sup> Rather, people were "going through the motions" with little or no indication that any improvement in performance resulted.

One difficulty is the lack of agreement on clear and meaningful definitions of good teaching and how it might be assessed. If, as was the case for many years, teaching is seen as a relatively simple matter of using standard methods of transmitting basic knowledge and controlling a class of students, assessing performance is also relatively simple, depending primarily on judging the extent to which teachers follow prescribed procedures. When effective teaching is seen as involving complex professional judgments that are based on broad knowledge and skill related to content, teaching strategies, and children, assessing performance becomes more difficult.

If professional judgments of performance depend on shared professional knowledge, there may be limits to what can be expected from principals and vice-principals in evaluating subject expertise – for instance, an administrator with no knowledge of physics evaluating a physics teacher. Some principals would argue that in-depth knowledge of the subject is not necessary, but many teachers would disagree.

When it comes to subject-specific issues, colleagues with similar subject specialization are probably the best sources of feedback. Arranging such feedback, however, is difficult except on a purely voluntary basis, such as a team teaching arrangement, because federation regulations do not allow teachers to make evaluative comments about the performance of other federation members. Ideally, this feedback would come from the department head.

No one source of information offers definitive answers to how well someone is teaching. Just as we need a variety of indicators for assessing programs and school systems, so too do we need a variety of indicators for assessing teaching. Observation by principals or vice-principals is one source of information. Measures of student learning provide another. We believe that student feedback is necessary to provide a perspective that otherwise might not be heard.

Students may not always be aware of the intentions, the planning, and the explicit strategies teachers use. They are,

**“The role of the teacher is probably more critical now than it has ever been in the history of this province. Significant changes in the demographic composition of Ontario classrooms and in the socio-economic, emotional, and developmental problems faced by the students in them have affected the school system profoundly. More and more, our schools are expected to adapt to changing conditions and populations, to address societal issues and to expand the curriculum to include ever broader knowledge bases, and it is teachers who must adapt to meet these expectations.”**

Ontario Association of Deans of Education

however, well aware of classroom climate, the extent to which teachers treat students with respect and care, and their own perceptions of how much they are learning. Parent input can also be valuable, with an understanding that parents are not being asked to evaluate teachers' performance, but simply to give feedback concerning their experience and that of their children. Rating forms, similar to those in universities, could be used in secondary schools and with parents, while a simpler questionnaire should be devised for elementary school students.

#### *Purposes of performance appraisal*

##### *Accountability*

First, performance must be monitored for purposes of accountability, to ensure that standards are maintained. Internally, schools and school systems want to be certain that staff are performing well. Just as we have recommended systematic data-gathering about a range of indicators in schools and school systems, it is important to gather data systematically about the work of teachers and administrators, to satisfy the public and others that schools are doing what they are supposed to do.

##### *Improvement*

Yet another purpose is important: assessing performance so people can continually get better at what they do. Evaluation

thus is a recognition of what is being done well, and a boost to even higher levels of performance.

Teachers and principals, for instance, need prompt and relevant feedback about how well they are teaching and how well the school is operating. Ideally, teachers and administrators jointly set objectives and priorities, rather than these being imposed from above. Again, given the complex and difficult work of teaching, teachers' own professional judgments are important. In evaluating how well objectives are being met, the perceptions of parents and students are relevant, as are data on how well students are learning.

##### *Decisions about probationary employees and promotion*

Performance appraisal is necessary when decisions must be made about new teachers, who are hired on probationary contracts. That contract becomes permanent after the beginning teacher has taught successfully for two years, or after one year for those who have taught in another board.

When candidates are interested in promotional opportunities, they are evaluated according to current job performance and their suitability for promotion. In both cases, it is especially important that those being evaluated know clearly what the expectations are, and what criteria will be used to evaluate them.

However, in addition to the evaluations used to make decisions, beginning teachers need assistance and helpful feedback that is not part of the formal evaluation process. This is best offered by a supportive colleague, either a teacher designated as a mentor, or, in secondary schools, perhaps the department head, who is ideally placed to provide feedback based on knowledge of the school, the students, and the subject being taught.

##### *Dealing with unsatisfactory performance*

As we have indicated, schools and school systems must identify and assist staff members who, for whatever reason, are ineffective. If attempts to improve their performance fail, such teachers and principals may be moved to positions where they are expected to perform better, if such positions are available. However, if all these efforts fail to result in improvement, unsatisfactory employees must be dismissed.

Those who spoke at our public hearings believed that this responsibility was not being carried out as well as it ought to be. Difficult and painful as dismissal decisions are, the rights

Principals are charged with leading and improving schools, making a difference to the school and its students – but, to do so, they must rely on (and mobilize) the talents and skills of others.

of students to a good education must take priority. Termination must be justified and defensible, with employees treated fairly. At the very least, fair treatment involves informing employees of standards and expectations; alerting them to deficiencies in their work that, if not corrected, may lead to dismissal; and giving them assistance (and reasonable time) to improve in areas of deficiency. The necessary practices are spelled out in teacher contracts. Very few teachers, however, are actually dismissed, whether or not their performance actually improves. It is impossible to get reliable data on the number of teachers who are not performing satisfactorily and who are not dismissed. Estimates suggest that the numbers are low, but we believe that even one such teacher in a school is too many.

A 1986 research study for the Ministry suggests that schools, like other organizations, resist dismissing ineffective employees because it is “too much trouble.” The nuts and bolts are seen as so time-consuming and the costs so high, in terms of time and legal fees, that the effort is not worth it.<sup>37</sup>

We are not aware that there have been any significant changes to this pattern since 1986. There is no doubt that costs associated with the dismissal process are high; we are more concerned, however, with the costs of failing to deal decisively with ineffective or incompetent educators.

First, they make the work of others more difficult. But our main concern is with students: a year with an unsatisfactory teacher may have a serious detrimental impact on a young child’s learning and development. An adolescent struggling with school will find an insensitive and incompetent teacher making the struggle even more frustrating and difficult. Furthermore, the credibility and reputation of the school and school board suffer if they do not appear to actively defend high standards of teacher performance.

We believe that through collective agreements, the defence of teachers’ rights may have overridden the need for students to be protected from incompetent or uncaring teachers, who may be unable or unwilling to do a good job.

What can be done about the problem? We believe that leadership from the top is crucial: directors of education must communicate clearly that the system will make every effort to help teachers improve their performance if it is unsatisfactory, but that unless there is sufficient improvement after a reasonable time (within a year), principals will be held accountable for ensuring that appropriate action is taken.

There are situations in which teachers or administrators who are unsuccessful in one setting may be more successful in another – the “fresh-start” approach. If, however, the problem re-emerges in the new setting, definitive action must be taken. Problem employees cannot be circulated through a variety of schools, damaging the education of countless hapless students.

#### Recommendations 77, 78, 79, 80, 81

*\*We recommend that all school boards make information available to the public about their performance appraisal systems, using newsletters or other means, so that students, parents, teachers, and the public are aware of the basis of performance appraisal and the guidelines being followed.*

*\*We recommend that all school board performance appraisal systems include provision for systematically and regularly seeking input from students and parents in regard to teaching, classroom, and school atmosphere, and to related matters about which they may have concerns or suggestions.*

*\*We recommend that beginning teachers have an opportunity to get helpful performance feedback from colleagues other than the principal or vice-principal, understanding that such information will not be used for decisions about permanent contracts. Designated mentor teachers, or in secondary schools, department heads, could provide this assistance.*

*\*We recommend that the College of Teachers, the Ministry, and school boards emphasize that principals are accountable for satisfactory teacher performance in their schools, and that supervisory officers are responsible for ensuring that principals take appropriate action in dealing with teachers whose performance is not satisfactory.*

Today's good school leader tries to create school organizations that foster a collaborative work culture and supports links with the parents and community, always keeping the focus on improving instruction and curriculum.

*\*We recommend that the Ministry, teachers' federations, and school boards reach agreement on any changes required to ensure that policies and practices related to dismissal effectively balance the rights of teachers and the rights of students.*

## Section D: Leadership

In a society undergoing radical and fundamental changes, people have become more demanding of their educational system and more likely to challenge authority. Educational leaders are caught in the midst of this shifting world, at a time when the public is increasingly vocal about perceived shortcomings of the schools.

Up to this point, we have said little about those who are charged with leading and managing schools and school systems. In this section we examine the crucial and challenging roles of principal, department head, and superintendent or supervisory officer.

We describe their roles and examine what we know about successful educational leadership. We look at the criteria for selecting school leaders, describe the way they are now prepared, and make recommendations for the future.

### **Principals**

#### *The job*

Principals are charged with leading and improving schools, making a difference to the school and its students – but to do so, they must rely on (and mobilize) the talents and skills of others. At the same time, these leaders have to follow provincial and local policy directives, respect the professional

opinions of other educators, acknowledge the primary role of parents, understand and respect various community values, and be conscious of making effective use of tax dollars. In carrying out their responsibilities, principals influence their schools, but are also influenced by them.

There are approximately 4,800 principals in Ontario, and some 3,300 vice-principals. In 1992, according to Ministry data, they were paid, on average, slightly more than \$75,000.<sup>38</sup>

The position of principal is indeed challenging, requiring an ability to balance many priorities and demands. As outlined in the Education Act, formal responsibilities have changed very little, but expectations, and the context in which principals work, have changed dramatically over the last ten to fifteen years.

The official duties, laid down in the Education Act, are of both an instructional and an administrative nature. The former category includes supervising the instruction in the school and advising and assisting teachers. Principals are responsible for ensuring the quality of teaching in the school. Administrative duties centre on care of the students, especially in regard to their safety, ensuring that they are properly supervised whenever the school is open to them, and responsibility for the school's physical facilities.

Principals are the key to linking the school to the rest of the educational system, to other schools, and as to supervisory officials and other school board personnel. As well, the principal plays a crucial role in linking the school to the community, not to parents only, but to business, labour, social agencies, neighbourhood residents, and others with a stake in education. As stated in the Education Act, the principal is to "promote and maintain close co-operation with the residents, and with the industry, business, and other groups and agencies of the community." Principals must be sensitive to community and parental values, even when these differ in some ways from the principal's own.

Given our emphasis on school-community connections, this Commission particularly stresses the principal's role in guiding and co-ordinating the school's relationship with the broader community.

The principal's working day is characterized by many interactions, and a wide variety of contacts. These may include conversations, meetings, or phone calls with school board personnel, teachers, support staff, students, parents,

**“P**rincipals are required to embrace the new initiatives and promote the implementation of them in the schools. We must support our teachers, encouraging, mentoring and challenging them to bring about change. We then supervise and evaluate these teachers to make certain that it is happening. We are the curriculum leaders and change agents in this process. We are expected to be visionaries, managers, problem-solvers, politicians, facilitators between school and community, and in some schools, we continue to teach.”

Stormont Dundas and Glengarry  
Elementary Principals' and Vice-Principals' Association

school neighbours – the list goes on. This means that good principals can think on their feet and carry out several tasks simultaneously.

In a large school, it would not be unusual for a principal to be a member of two dozen committees, operating at the board and school level. Because in their drive to cut costs in recent years, boards have reduced the number of curriculum co-ordinators and consultants, principals have assumed greater involvement in board-level curriculum work.

A second characteristic of the principal's work, which appears to contradict the specifics of the job description under the Education Act, is that it is open-ended and not regimented by the school clock. This, combined with the huge variety of tasks already described, means that the principal exercises a degree of discretion in choosing what to do and how to allocate time.

What is not always fully appreciated is that the choices the principal makes are a dominant, if not the dominant, factor in shaping the school learning environment. His or her personal style and professional priorities inevitably create a ripple effect that influences the activities of the school staff and their perceptions of themselves.

Some principals, uncomfortable with delegating responsibility or uncertain of their staffs, choose to focus on the managerial, administrative dimension of the job, which can easily consume the entire working day. There are more than enough meetings to attend, enough paper to move, and more than enough mini-crises that require a response. However, a managerial orientation may lead the principal to neglect more important, but less immediate, dimensions of the job – leadership in curriculum, for example. And that certainly does not engage teachers in school management, often resulting in a “vision vacuum” for staff.

A third factor is that principals work at the point where the interests of various educational stakeholders intersect. Teachers see principals as the primary presenters and enforcers of board policies, the people who introduce Ministry initiatives, and who are most responsible for shaping the quality of the teacher's professional life. Principals carry out this work while remaining members of the same federation as their teachers, whose professional practices they must assess.

The principal is the first board representative parents encounter and, therefore, often the first person to hear about

any concerns they have regarding the school, the quality of its teachers, and the state of their child's education. To the school board, the principal is the front-line administrator and its most potent local public-relations person.

The result is that as principal, one person is simultaneously colleague/supervisor, agent of the board/member of staff, union member/member of management, and bureaucrat/educator. Given competing pulls and pushes, it is hardly surprising that principals frequently land squarely in the middle, and need remarkable diplomatic skills in order to perform effectively.

Finally, the working life of the principal is one of professional isolation. Unlike teachers, the principal has no peers in the school, and therefore lacks sources of informal collegial assistance and support that teachers can find over a staff-room coffee. A principal who needs help or advice can, of course, call another principal or the superintendent, but too many calls of this order can easily be interpreted as a lack of self-confidence or ability.

While this is not a comprehensive description, it is meant to give a sense of the nature of the job, of its importance to the school, and to indicate the personal qualities and professional preparation required to be an effective principal. This province's principals will be crucial in initiating and main-

As instructional leaders, principals need knowledge about teaching, learning, assessment of student learning, and evaluation of school programs, as well as skill in supervision and collaborative planning. As guides for constructive change, they need a clear sense of direction, an understanding of how to

bring about change in schools, and the interpersonal skills to mobilize teachers, parents, and students. As administrators, they need skills in budgeting and in solving on-going problems with minimal disruption to the teaching and learning processes of the schools.

taining any of the educational restructuring and reforms we are proposing.

#### *What is good school leadership for the 1990s and beyond?*

In the 1990s, the role of principal has taken on multiple dimensions: efficient administration and good instructional leadership are vital, but principals need, as well, to understand processes of change, and must create and sustain organizations in which the best teaching and curriculum flourish. Education practitioners and writers have been influenced by the business world, which urges an educational system that is more responsive to a society in transition, and they have identified many factors that seem to be important for school leadership.<sup>39</sup>

Leaders are increasingly expected to “challenge, inspire, enable, model, and encourage.”<sup>40</sup> In collaboration with the teachers, principals formulate a vision for the school, develop consensus about goals for improving it, set clear expectations, and ensure that staff are supported in their work. The ideal principal might be capable of creating organizational theorist Peter Senge’s vision of the “learning organization,” where people continually expand their capacity to create results, where new patterns of thinking are nurtured, where collective aspiration is high, and where people are continually learning how to learn together.<sup>41</sup>

The principal plays the crucial role in extending the school community:<sup>42</sup> as the boundaries between schools and their external environments become more permeable, principals spend more time with parents and community members. Although they may not always be successful, today’s good school leader tries to create school organiza-

tions that foster a collaborative work culture and support links with the parents and community, always keeping the focus on improving instruction and curriculum.

If reports from teachers and parents are reliable (and we believe they are), the older form of leadership, in which the principal acts as the “captain of the ship,” often in an authoritarian manner, is still practised by many principals in Ontario. However, in today’s world that kind of leadership is less effective.

Participative leadership should never be confused with the laissez-faire approach: a good leader takes responsibility and is accountable for what happens in the school, actively involving others through both pressure and support. That kind of leader does not need to rely solely on hierarchical authority to get things done, but affirms the crucial role teachers and the community have in the success of the school.

Although flattening the hierarchical structure and governing by consensus may slow decision-making, the challenge is to maintain administrative efficiency in a participatory framework.

As instructional leaders, principals need knowledge about teaching, learning, assessment of student learning, and evaluation of school programs, as well as skill in supervision and collaborative planning. As guides for constructive change, they need a clear sense of direction, an understanding of how to bring about change in schools, and the interpersonal skills to mobilize teachers, parents, and students. As administrators, they need skills in budgeting and in solving on-going problems with minimal disruption to the teaching and learning processes of the schools.

When the school opens its doors to involve parents in their children’s learning, the principal and teachers need sensitivity and knowledge of community values and culture, and sufficient creativity to be able to involve these groups in ways that will benefit the students.

As we have noted throughout this report, schools have several, often-competing, purposes, but the primary focus should be on students. The quality of teaching and of learning provides the touchstone for all school activities and, therefore, is the basis on which leadership is judged. Although principals are the link between schools and the larger education system, and between schools and their communities, their top priority must always be the learning

**"The ASFO would appreciate that the Minister of Education and Training define more clearly the role of the various participants in the field by determining the responsibility that each one must assume individually and collectively in order to ensure a high quality education for all students ..."**

L'Association des agents et agentes de surveillance francophones et francophones (ASFO), Toronto

environment in the school itself. With all the competing demands on them, good principals will always find time to be in classrooms to talk with teachers and students.

#### *Preparation and continuing education of principals and vice-principals*

Principals are increasingly expected to provide collaborative, change-oriented leadership. Management researchers believe that leadership skills can be learned; they recommend that prospective leaders broaden their base of experience, learn through education and training, and develop "people skills" from working with and carefully observing a wide variety of people.<sup>43</sup>

Throughout our report we recommend a variety of changes, some of which involve more decisions being made at the local school level. These obviously will affect the role of the school principal, who may have greater decision-making power, and will be engaged in new and different tasks. The skills required of principals and vice-principals will therefore have to be reviewed, as will preparation and professional development programs. As we describe later in this chapter, the changes require a similar review of the responsibilities of supervisory officers, and of the preparation required for those positions.

#### **Current preparation:**

Ontario is unusual in requiring all principals and vice-principals to hold a certificate, gained by successful completion of a Ministry-prescribed course. The essential paper qualifications a candidate must have for the two-part course are described in the Education Act, and include a valid Ontario Teacher's Certificate, teaching experience in Ontario, and at least half of the coursework for an M.Ed. degree.

Candidates now pay a fee to take the principal's course, formerly offered by the Ministry of Education; it is given at several of the faculties of education and at the Ontario Institute for Studies in Education. The Ministry sets the objectives of the two-part course and lays down the number of hours required; it issues the certificate on the recommendation of the course director or the dean of the faculty of education delivering the course.

How courses are presented at different universities varies within Ministry guidelines. The elements include readings, guest speakers, and written and oral assignments. According

to one prospectus, "success in the course will hinge on the extent to which candidates play an active role in the course, and the professional growth experienced by the person consistent with the image of the effective principal."<sup>44</sup>

Nonetheless, the most important criterion for successful completion of the course may be attendance. Although there are substantive criteria for recommending certification, which are explicitly stated by most programs, and we assume that all candidates complete required assignments, it should be noted that failure in the course is virtually unheard of.

Assignments usually include working on leadership skills, chairing sessions, and completing various writing tasks. A partial completion of a practicum (a planned, practical experience related to the core objectives of the Principal's Qualifications Program, during a school year, under the supervision of an experienced practising educator) is necessary as well.

The current situation has some disadvantages. Many professional educators see it as overly regulated and bureaucratic. Some faculties of education no longer offer the principals' courses, for a variety of reasons; some simply see few advantages or incentives for them to continue to do so.

This situation may hamper candidates who do not live within comfortable commuting distance of a facility that offers the courses (especially the already hampered candidates in northern Ontario). Setting up distance-education courses would require some alteration to collaborative and participative elements, but teleconferencing, or preferably videoconferencing, could overcome this problem.

Although the courses seem to touch on all the areas we identified as important, their length (fewer than 30 days)

gives little time to develop the substantial knowledge and skill required.

On the other hand, the principal certification courses also provide certain advantages over other forms of administrative preparation. In their practice components, the better programs offer opportunities for aspiring principals to take on significant practical school improvement initiatives in their own schools, linking the practical work with the theoretical frameworks they are learning.

Another advantage of the courses is that they bring together talented personnel and future education leaders from all over the province. Given Ontario's diverse population, and the tendency in large boards to promote from within, a common professional learning experience in which colleagues actually come together is valuable in breaking down insular school board tendencies. (This could be arranged if the courses were given through distance education.) Course participants often comment that one of the most valuable parts of the experience was the opportunity to meet and share ideas with educators of different backgrounds and from different places.

**Are principals' certification programs necessary?**  
Given that few jurisdictions, in Canada or elsewhere, require this type of program or certificate for promotion to the position of principal, are such programs really necessary, or could Ontario's school administrators be better prepared in some other way?

An examination of jurisdictions that do not require formal preparation for leadership candidates appears to show that the result is principals who are often unprepared

for the position.<sup>45</sup> They try to learn on the job, but the job is now too complicated. Given the current growing responsibilities of schools, and the complexity and importance of the principal's role, we do not recommend this as an alternative.

Rather than requiring a government certification course, many jurisdictions require that vice-principals and principals complete a graduate education degree – usually a master's degree in educational administration – before they can be appointed.

There are advantages to this system. If universities controlled the programs, they might be encouraged to work more intensively with school boards and principals' associations to develop courses and requirements appropriate to current and future educational leadership roles.

However, the province would lose control, and universities, under the rubric of university autonomy, usually resist attempts from other groups to influence their programs. As well, universities generally are opposed to doing specific skill training for a particular professional role.

Although universities that reject the current model would welcome the graduate studies alternative, on balance we do not see that alternative as sufficient. We believe, however, that in place of the current requirement that at least half the course work for an M.Ed. degree be completed, candidates should complete an M.Ed. This would ensure the theoretical and academic knowledge, which could be supplemented through the principal course.

#### Broadening experience and outlook:

One of the persistent difficulties with programs for reform in the training of administrators is the tendency to improve managerial behaviour in ways that are far removed from the ordinary organization of managerial life. Unless we start from an awareness of what administrators do, and some idea of why they organize their lives in the way that they do, we are likely to generate recommendations that are naive.<sup>46</sup>

Made 20 years ago, this comment is valid today. That is why we believe that the principal certification course should be supplemented by systematic efforts to broaden the experience and outlook of candidates or of those who have just moved into vice-principalships. Some school boards do encourage such efforts, but they should be available to all

aspiring principals. In particular, we see four strategies as having particular value.

First, internships or job shadowing should be part of the formal preparation program, as should opportunities for systematically and critically reflecting on experiences during these assignments.

Second, exchanges outside education should be encouraged, especially in a business or a social service context. This will foster knowledge of other organizations, including their needs, contexts, and strategies, and, ideally, lead to greater appreciation of how the educational system appears to those who are not inside it.

Third, internship or secondments should be available in a number of different educational settings, especially for candidates whose experience has been geographically, culturally, socially, or economically limited.

Fourth, there should be an organized rotation of vice-principals to different schools and different positions – for example, in curriculum development – to enable them to get a wider perspective on the principal's responsibilities.

We also believe that the principal certification courses ought to be rigorously and thoroughly evaluated, not by the Ministry, but by an external review team composed of both practising administrators and academics. Such reviews would ensure that courses address current issues, and take account of the specific needs of different sectors of the publicly funded system.

We recognize that courses currently have advisory committees, with membership drawn from various educational constituencies. However, we do not believe that they carry out rigorous evaluations of the type we are recommending. We believe that review teams should have no continuing connections with the courses and programs they are evaluating, and that they should always include at least one person from outside Ontario.

#### Recommendations 82, 83, 84

*\*We recommend that an M.Ed. degree be a requirement for appointment to a position as vice-principal or principal.*

*\*We recommend that the provincial courses to prepare candidates to become principals continue, but that they be regularly evaluated, starting immediately, by an external review team, composed of practising principals, supervisory officers, academics in the field of educational administration,*

**"In regards to school/community-based management issues: it is our belief that principals could effectively expand their roles related to curriculum, budget and a host of other items related to school-based management issues. We believe that such a model would result in a system which is more 'needs efficient,' more accountable, and better able to meet the needs of the immediate community."**

Durham Catholic Principals' Vice Principals Association



*and at least one member from outside Ontario. The review should be rigorous, to assess how successfully the course addresses the skills and knowledge required, as well as the needs of the system. Continuation of any courses would depend on a satisfactory evaluation.*

*\*We recommend that school boards create a variety of structured experiences through which aspiring and junior administrators can learn leadership skills. Such experiences would include internships or job shadowing, exchanges outside the education field, secondments to a number of different educational settings, and organized rotation of vice-principals to different schools.*

We believe that these recommendations retain the benefits of the current system, while providing additional training that could substantially improve the preparation of administrators, and ensure that they are ready and able to tackle the challenges ahead of them successfully.

Finally, we need to consider the needs of school principals and vice-principals who have held their positions for some time. Although principals' refresher courses exist, there is no requirement that school leaders take them. We believe that they must take part in serious professional development, to update their knowledge and broaden their perspectives, and to exchange ideas of current issues with colleagues.

Continuing certification of principals, like that of teachers, should be linked to participation in professional development. We recognize that many school boards limit a principal's appointment in a particular school to five years, but we go beyond this to recommend that continuation as a principal or vice-principal in any school should be contin-

<b>Department Reorganization</b>	of the allocated time and allowances. Each school has to develop a five-year plan supported by staff and responsive to a variety of issues and needs including Ministry initiatives; instructional technologies; school-wide services to students; links to the community; and special programs or student needs. There are no requirements for subject-based leadership, although schools may opt to include it. Schools are encouraged to involve parents and students in developing the plans.
The Halton Board of Education has undertaken a significant change in its department headship structure. A group of school administrators, department heads and representatives from District 9 of the Ontario Secondary School Teachers' Federation agreed on a new structure that gives broad latitude for decision-making to each school. School size provides the basis for resource allocation. Committees at each school determine the use	

gent on evidence of on-going participation in professional development.

#### Recommendation 85

*\*We recommend that appointment to the position of principal or vice-principal be for a five-year term, continuation of the appointment to depend on evidence of participation in, and successful completion of, professional development programs satisfactory to the employing school board, and on satisfactory performance.*

#### Department heads

Before we turn to the role of supervisory officers, we want, however briefly, to discuss the vital role played by department heads in secondary schools across Ontario.

The department head is involved in curriculum leadership and in teacher development and, especially in larger schools, it is impossible to conceive of quality teaching and learning taking place in the absence of heads of departments: principals would be overwhelmed with committee work and out of touch in many subjects; teachers, particularly more recent ones, would be deprived of experienced support; and programs would suffer from a lack of cohesion and continuity.

Through their department affiliations, many teachers participate in subject councils and other discipline-based professional organizations. These organizations provide valuable professional development opportunities throughout the province.

While we believe that the role of the department head is necessary for purposes of administration and subject focus, we note areas that should be improved.

Ontario's 800 or so secondary schools have about 9,100 department heads, who make an average salary of approximately \$67,000. A closer examination of these numbers reveals some schools in which the department head is also the sole subject specialist or works directly with only a few teachers. We think that some economy is prudent in regard to the number of departments each school feels is necessary. In many schools, departments might be organized by broader categories than is now the case (see Chapter 17 for a fuller discussion of this).

We also believe that more cross-pollination of concepts and methods across the curriculum would be beneficial for both teachers and students. Secondary schools can use such cross-disciplinary links to reduce the fragmentation and isolation that often accompany departmental structures. Other organizational strategies that cut across department lines include having a team of teachers take responsibility for a group of students, or setting up school-wide task forces to work on issues such as revising report cards or rethinking scheduling procedures. Retaining departments and a subject orientation for administrative and teacher-support purposes should not preclude flexibility in curriculum and school organization.

Recent and proposed curriculum reform suggests the possibility of regrouping some subjects into broader categories. This might mean, for instance, that a department of science could include what are now separate departments of biology, chemistry, and physics; in smaller schools, a department of mathematics, science, and technology might incorporate what are now several very small departments.

We noted earlier the importance of supportive, school-level professional communities. In secondary schools, the department tends to be the professional community of greatest significance to shaping teachers' attitudes about teaching and students.<sup>47</sup> The challenge is to build department and school communities in which the focus is on developing strategies to foster student learning.

In the section of this chapter devoted to teacher evaluation, we expressed concern about the lack of an evaluative role for department heads, particularly in relation to teachers in their own departments. We find that opposition by the

teacher federations to “teachers evaluating teachers” is misplaced in this context.

We look to department heads to provide substantive, curriculum leadership in secondary schools, and it is difficult to see how they can do this thoroughly without evaluating the quality of teaching on a departmental basis. The evaluation by a department head should be recognized as complementing that by the principal. We also expect that department heads will help new or struggling teachers in their departments.

Given the changes already experienced in secondary schools, as well as those we recommended in Chapter 9 in regard to secondary school programs, we suggest both a review of the role of the department head, and some provision for professional development programs specifically targeted to them, so that department heads can perform their varied roles more effectively.

#### Recommendation 86

*\*We recommend that in the light of recent and proposed changes in the nature and organization of secondary school programs:*

- a) *the role of department head be reviewed, with a view to reducing the number of department heads where appropriate;*
- b) *responsibilities of department heads include supervision and evaluation of teachers in their departments; and*
- c) *appropriate professional development be provided for department heads.*

#### **Supervisory officers (SOs)**

##### *Their role*

Supervisory officers or superintendents, including the director of education, the board's chief executive officer, are the senior administrative level in school boards.

In 1992–93, school boards employed 901 supervisory officers; in 1993–94, that number was 864. Presumably, the reduction was due to downsizing efforts to control costs.

The Ontario Public Supervisory Officials' Association (OPSOA) estimates that the average salary for 1994 is approximately \$90,000 to \$92,000. Ministry figures for 1993 show that 97 percent of supervisory officers earn \$84,000 or more (as do all directors); slightly more than a third of directors earn at least \$114,000.

→ For many years, responsibility for supervision was exercised primarily by a team of provincially appointed inspectors, charged with maintaining quality by inspecting the work of teachers. In Catholic schools, supervision was handled by both the church, for religious instruction, and the Department of Education, for secular instruction.

Some of the expectations of supervisory officers can be found in the Education Act, which states that the supervisory officer's prime duty is to bring about improvements in the work done in classrooms, by inspiring teachers and pupils and by “assisting teachers in their practice.”

##### *Background of the superintendency in Ontario*

The hierarchical structure of Ontario's education system was established by Egerton Ryerson by the 1870s. His system was “characterized by massive centralization and external regulation through a primarily unitary system of administration staffed by a professional corps of public servants.”<sup>48</sup>

For many years, responsibility for supervision was exercised primarily by a team of provincially appointed inspectors, charged with maintaining quality by inspecting the work of teachers. In Catholic schools, supervision was handled by both the church, for religious instruction, and the Department of Education, for secular instruction.

Inspectors' classroom visits, a source of considerable tension for teachers, were intended to evaluate teachers, examine the progress of students, and be sure that the prescribed curriculum was being taught. Judgments were usually based on explicit criteria related to an approved way of running a classroom. Teachers were expected to follow the set curriculum, and to keep order in their classrooms.

With the consolidation of school boards in the late 1960s, responsibility for supervising teaching was shifted to the school boards, and the corps of provincial inspectors was eliminated. The term “supervisory officer” replaced the old “inspector,” and by 1974 the Education Act specified details of examinations for the certification of supervisory officers.

**“It is a matter of concern to the Ontario Public Supervisory Officials’ Association that the number of superintendents in the Ontario public school system is being reduced substantially, without any common direction for the levels of administrative support required for effective operation of school boards. We fear that there is a lack of understanding of the need for a great number of critical management functions, and a similar lack of understanding of the qualifications needed to perform these leadership tasks.”**

Ontario Public Supervisory Officials' Association  
Southwestern Ontario Region

Although responsibility for teacher supervision was transferred to the local supervisory officers, their visibility in the classroom has diminished as they assumed extensive administrative and political tasks.

#### *What supervisory officers do*

Several research studies in the late 1970s and the 1980s showed that there was great variety among supervisory office jobs, but that there were some common themes. There is no single way to capture what supervisory officers do: researchers and supervisory officers themselves have used lists of tasks, job profiles, or reports of “a day in the life of...”

One study, by a three-university Ontario team, reported that tasks ranged from the mundane (“chairing a committee, or developing a board policy on pediculosis”) to the visionary (“building an organizational consensus about the kind of education we provide and the values we hold”); it also included “briefing trustees,” “salary negotiations,” “arranging the purchase of property for an outdoor education centre,” and “acting as a last resort in dealing with irate parents.”<sup>49</sup>

In larger boards, supervisory officer positions could be grouped into general categories, each involving somewhat distinct duties: director of education (the CEO), business (responsible for the financial aspects of the board), central office (responsible for curriculum, personnel, or special education, and so on), or area (responsible for supervising a

group of schools). In some boards, these are combined. A somewhat surprising finding was that the nature of work done by supervisory officers across Ontario in different boards was more similar than conventional wisdom would suggest: being an supervisory officer “in the North” or “in this board” meant dealing with different issues, but the tasks and skills needed were not all that different.

Supervisory officers are responsible for liaison with schools and with the community, and through the director, with trustees. They are involved in planning, personnel management, resource allocation, collecting and disseminating information, public relations, evaluation of principals, and day-to-day management and operations. The typical supervisory officer works in what often appears to be a fragmented and disjointed manner, with many interruptions, dealing with problems and crises as they arise.

The brief the Ontario Public Supervisory Officials’ Association submitted to our Commission confirms that supervisory officers are expected to deal with an astonishing variety of problems and challenges. They describe incumbents dealing with trustees, the public, the media, parents, teachers, other staff, the Ministry of Education and Training, and other ministries and government agencies, businesses, colleges, and universities. In fact, the only way supervisory officers can accomplish any of their objectives is by working with others. Interpersonal skills are obviously critical for success in the job.

Usually, the supervisory officers who have direct contact with principals and teachers are the area superintendents, who have responsibility for a group of schools. Central office supervisory officers, especially in the larger boards, are somewhat more removed from direct contact with schools, because their work tends to be determined by system needs more than by local school needs.

The position of supervisory officer can be stressful, with long hours and frequent evening meetings, but much of the stress is caused by the surrounding controversies: supervisory officers are caught in the centre of conflicting positions and demands. Trustees, the community, the media, other supervisory officers, the schools – all these people and groups put pressure on school board administrators.

A particular source of tension is the confusion and overlap between the roles and responsibilities of trustees on the one hand, and supervisory officers on the other; the latter

have been greatly affected by changes in the roles of the former. Although distinctions are made between policy-making (the responsibility of trustees) and operations (the responsibility of supervisory officers), the distinction does not seem to apply to the actual activities of either group. Trustees have become increasingly involved in the day-to-day work of schools, dealing with a range of issues previously left to the professionals. The lack of clarity about respective roles and responsibilities creates on-going problems for both trustees and supervisory officers. We address this issue further in Chapter 15.

### *Impact*

What impact do supervisory officers (SOs) have on education and schools? Members of the public, and many teachers, question what SOs do and whether it makes any difference to schools. Even if the role of the SO is clarified, many observers are not convinced that there would be much effect if some supervisory officers disappeared.

Nor does research make it much easier to assess the impact of supervisory officers. In one study, SOs themselves were not convinced that elimination of their roles would have a great deal of effect on educational programs, but did believe that board-wide co-ordination would suffer.<sup>50</sup>

Research by Peter Coleman and Linda LaRocque in British Columbia compared more and less successful school districts (as measured by student achievement tests), concluding that frequent interaction between schools and central office (school board) administrators is related positively to school success, and is particularly helpful to schools trying to make changes or improve their programs.<sup>51</sup> Karen Seashore Louis found that central office administrators can help schools achieve desired change by protecting them from too many rapid policy shifts, providing resources, cutting down on excess rules and regulations, and maintaining frequent communication with schools.<sup>52</sup>

Recent experience in some Ontario school boards (e.g., Halton and Durham) seems to confirm such results. Reports from these boards suggest that when supervisory officers provide leadership focused on clear directions when they ensure that school personnel develop the knowledge and skills they need, when they link schools with other schools, with the research community and with other resources, and when they keep attention on monitoring results, there seem to be real payoffs in terms of schools attaining their goals.

The skills required for supervisory officers are similar to those required of principals: creating and sustaining a focus on instruction, guiding change, administering, and linking to the community. Supervisory officers have more extensive managerial responsibilities, with

greater emphasis on relating to the broader community, to the Ministry of Education and Training, and in dealing with political issues and trustees. The scope of action is greater, but the possibility of being distracted and unable to set and follow priorities also seems greater.

Although it is not possible, on the basis of the research, to make definitive judgments about the contributions of supervisory officers, there are suggestions that at least some of their work (drafting reports, initial phone calls, correspondence, regular meetings of some task committees) could be done effectively by less highly qualified employees.<sup>53</sup> In many boards, however, such assistance is not available, and if tasks cannot be handled by a secretary, the supervisory officer must do it. Such arrangements seem an ineffective and inefficient use of personnel.

### *Skills required by supervisory officers*

The skills required for supervisory officers are similar to those required of principals: creating and sustaining a focus on instruction, guiding change, administering, and linking to the community. Supervisory officers have more extensive managerial responsibilities, with greater emphasis on relating to the broader community, to the Ministry of Education and Training, and in dealing with political issues and trustees. The scope of action is greater, but the possibility of being distracted and unable to set and follow priorities also seems greater.

It seems that for successful leadership in the 1990s and beyond, supervisory officers are being asked to

- ensure quality programs and high standards;
- meet the needs of students and parents;
- demonstrate fiscal responsibility by improving quality with fewer resources;
- create alliances; and
- focus on results.

The Commission strongly supports both the employment equity initiatives of the provincial government and the anti-racism initiatives of the Ministry of Education and Training, both of which would be expected to have an impact on the appointment of supervisory officers.

However, there appear to be a number of problems with the career paths of school board administrators:

... many of the skills that supervisory officers considered vital were ones that they were unlikely to be exposed to in any systematic or developmental fashion. The career path followed by the majority of supervisory officers was marked by a high degree of uniformity and by narrowness of experience. Supervisory officers were frustrated by the heavy demands of the role, and by the difficulty of finding time and opportunity for professional development.<sup>54</sup>

The duties of supervisory officers, as well as of principals, have expanded dramatically. With the Commission's emphasis on community alliances, both groups will be expected to establish links with other school boards in sharing arrangements, and with local businesses and community organizations. Aspiring educational leaders should be encouraged to broaden their experience, rather than spending virtually all their working lives in one school board.

#### *Preparation and training of supervisory officers*

As we have noted, the appointment, duties, and responsibilities of supervisory officers are found in various sections of the Education Act. Generally, all supervisory officer candidates must have a Master's degree in education (or its equivalent); a valid Ontario Teacher's Certificate; seven years of successful experience as a teacher, at least two years of which were in Ontario; and one of seven other qualifications, the most common of which is an Ontario principal's certificate.

Candidates for superintendents of business and financial affairs are required to have somewhat different qualifications.<sup>55</sup>

A principalship is not formally a prerequisite for becoming a supervisory officer, and it is sometimes possible to be promoted through the consultant/co-ordinator path, a practice that, if encouraged, should result in the appointment of more supervisory officers with curriculum expertise.

Because of legislation that restricts senior levels of administration to those who have Ontario teaching certification and experience, however, it is unlikely that any out-of-province person could become an supervisory officer. There also appears to be a trend in large boards to "train and promote our own." Smaller boards will, of necessity, hire from other Ontario boards.

The current promotion ladder seems to be somewhat closed (both at the board and provincial levels) and comfortable. The people being promoted may fit the culture of the particular board because they are used to it, but they will also have to provide innovative and appropriate leadership in a rapidly changing environment. If a good understanding of the process of change and the need to be sensitive to differences is important in leadership positions, people in the province might be well advised to look critically at the current systems.

The pattern of promoting "those who look like us" has resulted in ranks of supervisory officers that are disproportionately male (80 percent), although the teaching profession is female dominated. Until recently, this was considered normal, and the "old boys' system of promotion" might still be in full force if the Ministry of Education and Training had not required that 50 percent of positions of responsibility be held by women by the year 2000. Already, it is clear that some boards will have difficulty in meeting the requirements of this mandate on time.<sup>56</sup>

Although the Ministry does not report on the ethnic or racial background of administrators, a glance around administrator meetings suggests that minority groups are very much under-represented. Efforts must be made to develop, support, and promote educators from minority backgrounds.

The Commission strongly supports both the employment equity initiatives of the provincial government, and the anti-racism initiatives of the Ministry of Education and Training, both of which would be expected to have an impact on the appointment of supervisory officers.

Even more important than the formal qualification programs, however, is the need to broaden the base of experience for potential supervisory officers.

We suggest that there must also be incentives to encourage school boards and prospective administrators to consider broad experience, in different school boards, and in fields outside education, as a desirable background for senior administrators. We believe that at least some of those appointed should have worked outside education at some point in their careers. As well, we suggest that the current restrictions on those eligible to take the supervisory officer course be adjusted, to allow persons from outside Ontario to become SO candidates. Doing this would allow fresh perspectives to influence the system.

Prior to the introduction of the Supervisory Officer Qualifications Program (SOQP) in 1990, candidates completed written and oral examinations aimed at assessing, first, their knowledge of the Education Act and Regulations, and, second, their ability to apply this knowledge and experience.<sup>57</sup>

However, there was a feeling that the examination was not appropriate, because it did not seem relevant to assessing how well aspiring supervisory officers would actually perform on the job. Some candidates complained that they could not get information about the examination process. There was a high failure rate; in fact, in most years, more than half the candidates failed.<sup>58</sup> No preparation or training was available except for study groups formed by the candidates themselves. Many people felt that the old system was not much more than an artificial hurdle, but many also felt that the preparation was excellent for what the job entailed.

The Supervisory Officer Qualifications Program, now offered in place of the old examination process, is designed to focus on relevant skill development. Program modules are offered on a cost-recovery or profit basis by various providers; and if there is not sufficient enrolment to cover costs, the program is not offered. It is given in a number of modules by school boards, universities, or by teacher federations under contract to the Ministry of Education and Training, according to Ministry guidelines.<sup>59</sup>

There is a program for educators in the Roman Catholic system, and one is offered in French for those from the French-language system. Both are slightly modified to take account of different priorities and needs in those systems.

The current course was outlined by the Ministry in 1990, and is now being revised. The model was designed to assist program planners to develop a course that will be of value to

supervisory officers as they carry out their responsibilities.<sup>60</sup> The course is built around three program areas:

- skills (personal and professional development, and integrative practice skills);
- knowledge (system perspective and the theoretical foundations); and
- a practicum that involves participation in a realistic supervised activity, working as an intern in various administrative settings.

How well does the SOQP prepare people who want to be supervisory officers? Feedback from participants suggests that it is an improvement on the older system; in fact, their ratings of at least one program are highly positive. Some academic observers, however, suggest caution, expressing particular concern about a lack of rigour in the program. Course content is defined and specified by the Ministry, which also conducts program evaluations. Originally, these were to be conducted by external teams, but apparently because of cost, the plans were dropped and evaluations are being done by Ministry staff.

On the basis of the guidelines, as well as in curriculum material from one program, the course appears to address the skills and knowledge needed by supervisory officers. As in the case of the principal's course, however, it would appear to be difficult to cover the content adequately in the time available, if sufficient time is given to analysis. It is not clear whether such issues have been addressed in the Ministry evaluations; although no solid data are available, it may be that the quality of the SOQP varies depending on the provider.

The Ontario school system needs a well-articulated and coherent approach that links selection, preparation, certification, and ongoing professional support, for all educators.

Given some uncertainty about the new program, as well as its relative newness, we suggest that programs be evaluated by a team external to both the providing agency and the Ministry of Education and Training. It should include practising supervisory officers and academic researchers in the field of educational administration, with at least some members from outside Ontario. As we suggested in relation to the preparation program for principals, the continuation of the SOQP should depend on satisfactory evaluations of the courses by the review teams. It is obviously important to ensure that senior school board administrators are well trained for their positions.

As with the preparation courses for principals, we know that Supervisory Officer Qualification Programs have advisory committees, with membership drawn from various educational constituencies. But, again, we suggest more rigorous evaluations of the programs, by review teams who are not involved with the programs they are evaluating, with the inclusion of at least one person from outside Ontario.

Even more important than the formal qualification programs, however, is the need to broaden the base of experience for potential supervisory officers. We believe school boards should provide and encourage exchanges and other opportunities to work in varied settings, including those outside education. In making opportunities available, school boards should pay special attention to issues of gender and minority-group representation, to ensure that women and persons from minority groups get the practical experience needed for senior administrative positions.

Although such provisions should result in better-prepared supervisory officers, we believe that new opportu-

nities would also benefit from carefully structured support in their initial months in that role, as Fullan, Park, and Williams recommended in 1986. We believe that newly appointed supervisory officers should continue the kind of learning that takes place in the SOQP, and we suggest that they be provided with release time during the first year in order to do so.

Current supervisory officers also need opportunities for professional renewal and upgrading to ensure they are able to deal with difficult issues and to appropriately support others in the educational system.

#### Recommendations 87, 88, 89, 90, 91, 92

*\*We recommend that school boards review the responsibilities of supervisory officers in light of the changes in governance and organization recommended in this report, with a view to reducing the number of supervisory officers as appropriate, as current incumbents retire and, if necessary, changing responsibilities assigned to supervisory officers to suit changed organizational needs.*

*\*We recommend that the Supervisory Officer Qualification Programs continue, but be regularly evaluated, starting immediately, by an independent review team, which would include supervisory officers and academics in educational administration, as well as some members from outside Ontario. The continuation of programs should depend on a satisfactory evaluation from this team.*

*\*We recommend that requirements for admission to the Supervisory Officer Qualifications Program be adjusted, to make it possible for school boards to appoint administrators from outside Ontario as supervisory officers.*

*\*We recommend that school boards provide current and aspiring supervisory officers with increased opportunities for varied experiences, both in and outside the educational system, including exchange programs with government and business.*

*\*We recommend that newly appointed supervisory officers be given a minimum of 15 days release time during their first year in the position, for participation in structured professional development activities such as:*

- a) working with other supervisory officers to increase their understanding of their new roles;*

**Creating and sustaining school environments focused on improving instruction and monitoring success will be the key to reform. Educators who are themselves actively involved in learning create the most effective learning environments for their students.**

*b) taking part in a study group or series of workshops with other newly appointed supervisory officers.*

*\*We recommend that supervisory officers be appointed for a five-year term, with a continuation of the appointment dependent on successful participation in professional development recognized by the employing board, and on satisfactory performance.*

### **Conclusion**

Rather than suggesting a radical new approach to teacher education and administration, we are recommending in this chapter that Ontario take seriously the ideas and innovative proposals that have been made over the past ten years. It is time for rhetoric to be followed by reality, and for the exceptional programs and schools that can be found across the province to become the norm.

Ontarians need a well-articulated and coherent approach that links selection, preparation, certification, and on-going professional support, for all educators. Considerable progress has been made toward achieving this goal, but progress is uneven.

We believe that one key to ensuring a consistently high-quality approach is a more thoughtful framework for planning, evaluating, and accrediting professional preparation programs, including pre-service teacher preparation, professional development, and certification courses for principals and supervisory officers.

But even more important, in our view, is a fundamental shift in thinking about teachers and their professional contexts. For too long, educational reform initiatives have focused on curriculum and student assessment as though these areas could be understood in isolation from the teachers involved. George Radwanski, for instance, in his 1987 report, barely mentioned teachers, although he was recommending radical changes in organization and programming. All too often, even when the need for professional development is recognized, it is mentioned as an afterthought.

We believe strongly that it is time for teachers to have a stronger collective professional role through an independent College of Teachers. With the College, control of professional standards will be transferred from the Ministry of Education and Training to the profession itself. Teachers will have greater autonomy, and also greater responsibility, with input from others in the community, for deciding on entry

requirements, accrediting programs, and generally determining the standards for professional teaching practice.

At the school level, the leadership of the principal is critical for success, but the principal is only effective by mobilizing the efforts of others, including teachers, students, and parents. And it is at the school level that teachers and principals can work together to continue to improve their programs and their teaching.

## Endnotes

- 1 A.J. King and M.J. Peart, *Teachers in Canada: Their Work and Quality of Life* (Ottawa: Canadian Teachers' Federation, 1992).
- 2 See, for example:  
Daniel Lortie, *Schoolteacher* (Chicago: University of Chicago Press, 1975).  
Milbrey W. McLaughlin, "What Matters Most in Teachers' Workplace Context?" in *Teachers' Work: Individuals, Colleagues, and Contexts*, ed. Judith Warren Little and Milbrey W. McLaughlin (New York: Teachers College Press, 1993), p. 79–103.  
Seymour Sarason, *The Predictable Failure of School Reform* (San Francisco: Jossey-Bass, 1990).
- 3 Writers who have addressed such issues include:  
Linda Darling-Hammond and Lin Goodwin, "Progress Toward Professionalism in Teaching," in *Challenges and Achievements of American Education: 1993 Yearbook of the Association for Supervision and Curriculum Development*, ed. Gordon Calvetti (Alexandria, VA, 1993), p. 19–52.  
Sharon Feiman-Nemser and Robert E. Floden, "The Cultures of Teaching," in *Handbook of Research on Teaching*, 3rd edition, ed. M.C. Wittrock (New York: Macmillan, 1986), p. 505–26.  
Michael G. Fullan and Andy Hargreaves, *What's Worth Fighting for in Your School?* (Toronto: Ontario Public School Teachers' Federation, 1992). In this section, we use their characterization of the culture of teaching.  
Susan J. Rosenholtz, *Teachers' Workplace: The Social Organization of Schools* (New York: Longman, 1989).
- 4 Fullan and Hargreaves, *What's Worth Fighting For?* p. 5.
- 5 Feiman-Nemser and Floden, "Cultures of Teaching," p. 506.
- 6 Judith Warren Little, "Teachers as Colleagues," in *Educator's Handbook: A Research Perspective*, ed. V. Richardson-Koehler (New York: Longman, 1987), p. 505.
- 7 King and Peart, *Teachers in Canada*, p. 121.
- 8 McLaughlin, "What Matters Most?" p. 92.
- 9 See, for example, Andy Hargreaves, *Changing Teachers, Changing Times: Teachers' Work and Culture in the Postmodern Age* (Toronto: OISE Press, 1994); and Rosenholtz, *Teachers' Workplace*.
- 10 National Education Commission on Time and Learning, *Prisoners of Time* (Washington, DC: Government Printing Office, 1994), p. 35.
- 11 Stuart Maclure, "A General Teaching Council for England and Wales?" NCE Briefing no. 11 (London, England: National Commission on Education, 1993).
- 12 Michael Fullan, "Turning Systemic Thinking on Its Head," p. 12. Paper prepared for the United States Department of Education, 1994.
- 13 Lee S. Shulman, "Knowledge and Teaching: Foundations of the New Reform," *Harvard Educational Review* 57, no. 1 (1987): 13.
- 14 Michael Fullan and Michael Connally, *Teacher Education in Ontario: Current Practice and Options for the Future* (Toronto: Ontario Ministry of Education and Ministry of Colleges and Universities, 1987). This report was published in a final form with authors Fullan, Connally, and Nancy Watson, in 1990.
- 15 TECO produced the following documents: *Ensuring Language Competency of Candidates for Teacher Education Programs for French-Language Schools* (1992); *Faculty Renewal in Universities and Faculties of Education* (1992); *Introduction to Education in Ontario* (1993); *Review of Pre-service Programs* (1992); *Selection for Teacher Education Programs* (1992); *Support for Beginning Teachers: Induction* (1993); *Teacher Education – A Collaborative Approach* (1993); *Teachers for French-Language Schools: Supply and Demand* (1992); and *Teacher In-Service* (1993). These documents were informed by the following TECO research reports: Benoit Cazabon and others, *La compétence linguistique pour l'admission aux programmes de formation du personnel enseignant* (1992); Ardra Cole, Patricia Cathers, and Nancy Watson, *Support for Beginning Teachers: A Directory of Programs in Ontario School Boards* (1992); Ardra Cole and Nancy Watson, *Support for Beginning Teachers: Ontario Perspectives* (1992); Harry K. Fisher, *Review of Pre-service Programs* (1992); Denis Levesque and others, *Offre et demande d'enseignantes et d'enseignants de langue française en Ontario* (1992); Laverne Smith, "Planning for Faculty Renewal in Universities and Faculties of Education" (1992); and Dennis Thiessen and Ruth Pike, *Image of the Future Teacher* (1992).
- 16 J. Frank Clifford, "Toward Shared Responsibility: The Teacher Education Council, Ontario," *Journal of Education Policy* 8, no. 3 (1993): 271–81.

- 17 Laverne Smith and others, *On Becoming a Teacher: A Longitudinal Tracking Study* (Toronto: Ontario Ministry of Education and Training, 1993).
- 18 Laverne Smith, "Planning for Faculty Renewal in Universities and Faculties of Education." Final report to the Task Force on Faculty Renewal of the Teacher Education Council, Ontario, 1992.
- 19 Patricia A. Allison, "Teacher Education in Ontario," p. 12. Paper prepared for the Ontario Royal Commission on Learning, 1994.
- 20 In Britain, the Office of Her Majesty's Chief Inspector of Schools regularly evaluates 300 randomly selected newly qualified teachers in primary and secondary schools; the assessment is based on a one-day observation of each teacher, supplemented with questionnaire data from the teachers and their principals, as well as with interviews with new teachers, principals, and any teachers responsible for assisting the beginning teachers.
- The survey report, produced by the British Office of Standards in Education, provides demographic and workload information, judgments about teaching performance, assessments of the quality of preparation, and detailed comments about strengths and weaknesses.
- 21 R.D. Arvey and J.E. Campion, "The Employment Interview: A Summary and Review of Recent Research," *Personnel Psychology* 35 (1982): 281–322, quoted in Allison, "Teacher Education in Ontario," p. 9.
- 22 John I. Goodlad, *Educational Renewal: Better Teachers, Better Schools* (San Francisco: Jossey-Bass, 1994), p. 58. Goodlad, who has written extensively on reform of schools and of teacher education, suggests a similar process of what he calls "formative evaluation focused on both the program and the student." He believes that those responsible for the program, whether in universities or schools, should be asking themselves, "Is this person living up to our expectations of what is necessary progress to date?" and asking the student, "How do you feel about your present state of readiness to become a teacher?"
- 23 Ideas about the personal qualities necessary in a good teacher usually start with the idea that they fundamentally care for children and young people. As summarized by Kenneth Howey and his colleagues at the University of Ohio, who have co-ordinated a large study of characteristics of good preparation programs for teachers, they may go on to include: enjoyment of interacting with others, empathy, tolerance of ambiguity, and consideration of different perspectives in thinking and decision-making. Some would add to this list more traditional character traits such as honesty, fairness, and integrity.
- 24 In England, in fact, the government has moved most teacher training into schools. Institutions of higher education now play a much smaller role.
- 25 Professional development schools, or similar models, have become an increasingly important component of educational reform over the last decade. The following references represent some of the research and writing about such approaches to teacher education:
- Linda Darling-Hammond, ed., *Professional Development Schools* (New York: Teachers College Press, 1994).
- Goodlad, *Educational Renewal*.
- A. Lieberman and L. Miller, "Teacher Development in Professional Practice Schools," *Teachers College Record* 92, no. 1: 105–22.
- Sid W. Richardson Forum, *The Professional Development School: A Commonsense Approach to Improving Education* (Fort Worth, TX: The Sid W. Richardson Foundation, 1993).
- 26 Bernard Shapiro and others, "Teacher Education in Nova Scotia: An Honourable Past, an Alternative Future." Report to the Nova Scotia Council on Higher Education, 1994.
- This external review of teacher preparation programs in Nova Scotia recommended a two-year program. British Columbia and Quebec also have some two-year programs.
- 27 Teacher Education Council, Ontario, "Preparing Teachers of Young Children: A Collaborative Approach." Report to the Ontario Deputy Minister of Education and Training, 1993, p. 8.
- 28 Geneva Gay, "Educational Preparation for Equity," in *Leadership, Equity and School Effectiveness*, ed. Prentice H. Baptiste Jr. and others (Beverly Hills, CA: Sage, 1990).

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- 32 Ardra Cole, Patricia Cathers, and Nancy Watson, *Support for Beginning Teachers: A Directory of Programs in Ontario School Boards* (Toronto: Teacher Education Council, Ontario, 1991).
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- Ardra Cole and Nancy Watson, *Support for Beginning Teachers: Ontario Perspectives* (Toronto: Teacher Education Council, Ontario, 1991).
- Journal of Staff Development* 11, no. 4. Theme issue, "Teacher Induction," ed. P.R. Burden.
- Louise Stoll, "Evaluating Induction Programs: Do They Work?" *Orbit* 22, no. 1: 14–15. Special issue, "Support for Beginning Teachers: Renewal for All," ed. Ardra Cole and Nancy Watson.
- 34 We suggest an exception for administrative positions (vice-principal, principal, and supervisory officer). As outlined later in this chapter, we are recommending that an M.Ed. plus successful completion of a provincial principal qualification course be required for appointment to vice-principal or principal positions, and a master's degree and completion of a provincial supervisory officer qualification program for appointment to a supervisory officer position. For these positions, then, particular formal qualifications would be required.
- 35 Andy Hargreaves and Lorna Earl, "Triple Transitions: Educating Early Adolescents in the Changing Canadian Context," p. 20. Paper presented to the Ontario Royal Commission on Learning, 1994.
- 36 Stephen B. Lawton and others, "Development and Use of Performance Appraisal of Certified Education Staff in Ontario School Boards," vol. 4 (Toronto: Ontario Ministry of Education, 1986).
- The authors concluded:
- "One of the general findings from our study, in fact, is that, while a great deal is known about what makes an effective set of appraisal policies and procedures, many school systems in Ontario have not implemented such practices consistently" (p. 5).
- "While there is an enormous amount of effort put into evaluation by administrators in many boards, we could not really say that the results are used to any great effect. Personnel files are filled with thousands of reports that are never really used, once they have been written" (p. 40).
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- 48 D.J. Allison and A. Wells, "School Supervision in Ontario," in *The Canadian School Superintendent*, ed. J. Boich, R. Farquhar, and K. Leithwood (Toronto: OISE Press, 1989), p. 69.
- 49 M. Fullan, P. Park, and T. Williams, *The Supervisory Officer in Ontario* (Toronto: Ontario Ministry of Education, 1987).
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- 51 Linda LaRocque and Peter Coleman, "Quality Control: School Accountability and District Ethos," in *Educational Policy for Effective Schools*, ed. Mark Holmes, Kenneth Leithwood, and Donald F. Musella (Toronto: OISE Press, 1989).
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- 53 Fullan, Park, and Williams, *Supervisory Officer*, p. 94, 169.
- 54 Fullan, Park, and Williams, *Supervisory Officer*, p. 186.
- 55 They require seven years' experience in business administration, an acceptable university degree or appropriate professional certification as an accountant, architect, engineer, or lawyer, and completion of an approved program in school management. Because business administrators are generally not teachers, they cannot become directors of education. Allison and Wells, "School Supervision in Ontario," p. 84.
- 56 S. Padro, R. Rees, and J. Scane, "Employment Equity in Ontario School Boards: A Study of Formal and Informal Mechanisms for the Promotion of Women to Administrative Positions." Paper prepared for the Ontario Ministry of Education and Training, 1993.
- 57 K.D. Johnson, "Whither the Supervisory Officer's Certificate Examination?" *Ontario Journal of Educational Administration* 1, no. 3 (1986): 9–18.
- 58 Fullan, Park, and Williams, *Supervisory Officer*, p. 153.
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- 60 Ontario, Ministry of Education and Training, *Supervisory Officer's Qualifications Program*, p. 2.



ATHLETES



# **Volume III**

# **Recommendations**

These are the collected recommendations of Volume III. The recommendations of the entire report are given in Volume IV.

## **Chapter 12: The Educators**

The Commission recommends:

57. That the Education Act be amended to allow instructors who are not certified teachers to supervise students, under specified conditions and circumstances, and to deliver certain non-academic programs. Instructors might be health, recreational, and social-work personnel, or other members of the community, as designated by the school's principal;
58. That a professional self-regulatory body for teaching, the Ontario College of Teachers, be established, with the powers, duties, and membership of the College set out in legislation. The College should be responsible for determining professional standards, certification, and accreditation of teacher education programs. Professional educators should form a majority of the membership of the College, with substantial representation of non-educators from the community at large;
59. That the College of Teachers, in close co-operation with faculties of education, develop a framework for accrediting teacher preparation programs offered by Ontario faculties of education, and that the College be responsible for carrying out such accreditation processes;
60. That faculties of education and school staff who supervise student teachers be accountable for ensuring that those recommended for Ontario Teaching Certificates have the qualities required for admission to the teaching profession, and that those candidates who do not show such qualities be advised to leave teacher preparation programs;
61. That faculties expand their efforts to admit more student teachers from previously under-represented groups, including ethno-cultural and racial minorities, aboriginal communities, and those who are disabled, and that they be accountable to the College of Teachers for demonstrating significant progress toward achieving this objective;
62. That faculties of education, school boards, and teachers' federations develop joint programs to encourage more young people from minority groups to consider teaching as a career, and to ensure that minority youth and adults interested in teaching have opportunities to gain the necessary experience with children and adolescents;
63. That faculties of education establish partnership arrangements with selected school boards and schools in the public, Roman Catholic, and French-language systems that agree to work with faculties in preparing student teachers. In such designated "professional development schools," staff from faculties and from the schools would be jointly responsible for planning the program and for guiding student teachers through their learning;
64. That school staff with responsibility for student teachers be selected jointly by the faculty of education and the school principal, and that they participate in a significant and well-designed preparation program themselves, to ensure that they have a fully developed understanding of the process of learning to teach, and a shared understanding of the skills, knowledge, competencies, and values that beginning teachers should have;

65. That school staff supervising student teachers have significant input into recommendations for certification;
66. That common undergraduate prerequisites be established for entry to pre-service teacher preparation programs, with decisions about specific prerequisites to be made by the College of Teachers, with input from faculties of education and school boards;
67. That faculties of arts and science be encouraged to work with faculties of education to develop suitable undergraduate courses, where these do not exist, in subjects that are prerequisites for entry to faculties of education;
68. That the consecutive program for teacher education be extended to two years, and that one year be added to the concurrent program, and that the Bachelor of Education degree be awarded on successful completion of the two-year program or, in the case of the concurrent program, on completion of the equivalent of the two-year education program;
69. That the current practice-teaching requisite of 40 days be replaced by a requirement that student teachers spend at least that much time observing and working in designated “professional development schools” during the first year of the B.Ed. program, and that they spend a substantial portion (at least three months) of the second year working in schools, under the supervision of school staff. As well, a similar requirement for students in concurrent programs should be established over the length of the pre-service program;
70. That faculties of education recommend to the College of Teachers that those who have been awarded B.Ed. degrees be given a provisional Ontario Teaching Certificate;
71. That the Ontario Teaching Certificate be made permanent on completion of one year’s teaching in Ontario, on the recommendation of a qualified principal or supervisory officer. However, this certification process would be quite distinct from the employing board’s decision concerning probationary and permanent contracts;
72. That the College of Teachers develop a set of criteria for certifying staff for school readiness programs, and that whatever preparation and certification requirements are adopted, teachers in early childhood education programs have qualifications equivalent to other teachers, and be equal in status;
73. That the College of Teachers consider how to recognize staff members who are currently licensed as early childhood educators or certified primary teachers and who will be affected by the establishment of school readiness programs for three-year-olds in publicly funded schools;
74. That school boards be required to provide appropriate and sustained professional support to all first-year teachers, to ease their entry into full-time teaching;
75. That mandatory professional development be required for all educators in the publicly funded school system, with continuing certification every five years, dependent on both satisfactory performance and participation in professional development recognized by the College of Teachers;
76. That the Ministry of Education and Training, school boards, and federations, in collaboration with the College of Teachers, investigate and encourage various ways of providing opportunities for professional renewal for teachers and school administrators;
77. That all school boards make information available to the public about their performance appraisal systems, using newsletters or other means, so that students, parents, teachers, and the public are aware of the basis of performance appraisal and the guidelines being followed;
78. That all school board performance appraisal systems include provision for systematically and regularly seeking input from students and parents in regard to teaching, classroom, and school atmosphere, and to related matters about which they may have concerns or suggestions;
79. That beginning teachers have an opportunity to get helpful performance feedback from colleagues other than the principal or vice-principal, understanding that such information will not be used for decisions about permanent contracts. Designated mentor teachers – or in secondary schools, department heads – could provide this assistance;

80. That the College of Teachers, the Ministry, and school boards emphasize that principals are accountable for satisfactory teacher performance in their schools, and that supervisory officers are responsible for ensuring that principals take appropriate action in dealing with teachers whose performance is not satisfactory;
81. That the Ministry, teachers' federations, and school boards reach agreement on any changes required to ensure that policies and practices related to dismissal effectively balance the rights of teachers and the rights of students;
82. That an M.Ed. degree be a requirement for appointment to the position of vice-principal or principal;
83. That the provincial courses to prepare candidates to become principals continue, but that these courses be regularly evaluated, starting immediately, by an external review team, composed of practising principals, supervisory officers, academics in the field of educational administration, and at least one member from outside Ontario. The review should be rigorous, to assess how successfully the course addresses the skills and knowledge required, as well as the needs of the system. Continuation of any courses would depend on a satisfactory evaluation;
84. That school boards create a variety of structured experiences through which aspiring and junior administrators can learn leadership skills. Such experiences would include internships or job shadowing, exchanges outside the education field, secondments to a number of different educational settings, and organized rotation of vice-principals to different schools;
85. That appointment to the position of principal or vice-principal be for a five-year term, continuation of the appointment to depend on evidence of participation in, and successful completion of, professional development programs satisfactory to the employing school board, and on satisfactory performance;
86. That in light of recent and proposed changes in the nature and organization of secondary school programs:
- a) the role of department head be reviewed, with a view to reducing the number of department heads where appropriate;
- b) responsibilities of department heads include supervision and evaluation of teachers in their departments;
- c) appropriate professional development be provided for department heads;
87. That school boards review the responsibilities of supervisory officers in light of the changes in governance and organization recommended in this report, with a view to reducing the number of supervisory officers as appropriate, as current incumbents retire, and, if necessary, changing responsibilities assigned to supervisory officers, as organizational needs change;
88. That the Supervisory Officer Qualification Programs continue, but be regularly evaluated, starting immediately, by an independent review team, which would include supervisory officers and academics in educational administration, as well as some members from outside Ontario. The continuation of programs should depend on a satisfactory evaluation from this team;
89. That requirements for admission to the Supervisory Officer Qualifications Program be adjusted, to make it possible for school boards to appoint administrators from outside Ontario as supervisory officers;
90. That school boards provide current and aspiring supervisory officers with increased opportunities for varied experiences, both in and outside the educational system, including exchange programs with government and business;
91. That newly appointed supervisory officers be given a minimum of 15 days release time during their first year in the position, for participation in structured professional development activities such as:
- a) working with other supervisory officers to increase their understanding of their new roles;
  - b) taking part in a study group or series of workshops with other newly appointed supervisory officers;
92. That supervisory officers be appointed for a five-year term, with a continuation of the appointment dependent on successful participation in professional development recognized by the employing board, and on satisfactory performance.





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